DOCUMENT RESUME

ED 027 824 HE 000 461

Planning for Higher Education in North Carolina.
North Carolina State Board of Higher Education, Raleigh.
Report No-Spec-Rep-2-68
Pub Date Nov 68
Note-489p.
EDRS Price MF-$2.00 HC-$24.55
Descriptors-*Administration, College Admission, Educational Finance, Educational Objectives, Enrollment, Faculty, *Higher Education, Library Planning, Negro Colleges, *Planning, Student Loan Programs
Identifiers-*North Carolina

This long-range planning study of higher education, the most comprehensive of its kind undertaken in the state, is based on more than 70 specific studies and on long-range planning reports of the public senior institutions. Eleven major goals of higher education are discussed in detail and 118 specific recommendations are made to implement these goals. The recommendations emerge from lengthy discussions of: the present system of higher education in North Carolina, enrollments and admissions, institutional policy and administration, academic degree programs, other special academic areas (accreditation, continuing education, use of television in instruction, interinstitutional cooperation), libraries, faculty, traditionally Negro colleges, private higher education, student financial aid, facilities, finance, and the future system of private higher education. There are 26 Appendices. (JS)

ED 027824

HE000461

PLANNING FOR HIGHER EDUCATION IN NORTH CAROLINA

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

SPECIAL REPORT 2-68 (NOVEMBER 1968)
NORTH CAROLINA BOARD OF HIGHER EDUCATION
RALEIGH, NORTH CAROLINA

North Carolina Board of Higher Education

1307 GLENWOOD AVENUE
P. O. BOX 10887
RALEIGH, NORTH CAROLINA 27605

MEMBERS:

Watts Hill, Jr., *Chairman*
  Durham, 1971 (Member-at-large)
Lindsay C. Warren, Jr., *Vice-Chairman*
  Goldsboro, 197[illegible] (Member-at-Large)
Mrs. Harry P. Horton, *Secretary*
  Pittsboro, 1973 (Member-at-Large)
Martin L. Brooks, M.D.*
  Pembroke (Trustee, Pembroke State College)
E. Duncan**
  Salisbury, 1973 (Member-at-Large)
Gordon H. Greenwood
  Black Mountain, 1969 (Member-at-Large)
W. C. Harris, Jr.
  Raleigh, 1969 (Trustee, University of North Carolina)
Addison Hewlett, Jr.
  Wilmington, 1969 (Trustee, Wilmington College)
J. P. Huskins
  Statesville, 1971 (Member-at-Large)
J. Paul Lucas
  Charlotte, 1971 (Member-at-Large)
Isaac H. Miller, Jr.***
  Greensboro, 1973 (Member-at-Large)
Hubert M. Poteat, Jr., M.D.
  Smithfield, 1969 (Member-at-Large)
John A. Pritchett
  Windsor, 1969 (Vice Chairman, State Board of Education)
William B. Rankin
  Lincolnton, 1969 (Trustee, Appalachian State University)
Emil Rosenthal
  Goldsboro, 1969 (Trustee, Fayetteville State College)
John S. Stewart*
  Durham (Trustee, North Carolina Agricultural and Technical State University)
Clarence C. Watkins
  Reidsville, 1969 (Trustee, North Carolina College at Durham)
James L. Whitfield*
  Raleigh (Trustee, East Carolina University)
E. J. Whitmire*
  Franklin (Trustee, Western Carolina University)
Mrs. George D. Wilson
  Fayetteville, 1969 (Trustee, University of North Carolina)

ADMINISTRATIVE STAFF:

Howard R. Boozer
  Director of Higher Education
Cameron P. West
  Associate Director
John F. Corey
  Assistant Director
John P. Kennedy, Jr.
  Assistant Director
Linda F. Balfour
  Statistical Analyst
Allen J. Barwick
  Coordinator of Institutional Research
Stan C. Broadway
  Administrator, State Education Assistance Authority
Hilda A. Highfill
  Research Associate
Eun Sul Lee
  Director, Statistical Services
Thomas K. Norris
  Budget Officer
Allen W. Rodeheffer
  Coordinator, Community Service and Continuing Education Programs

*Term expired June 30, 1967
**Deceased, July 10, 1968
***Appointed October 1968

PLANNING FOR HIGHER EDUCATION IN NORTH CAROLINA

NOVEMBER 1968

NORTH CAROLINA BOARD OF HIGHER EDUCATION

NORTH CAROLINA

STATE BOARD OF HIGHER EDUCATION

1307 GLENWOOD AVENUE (ROOM 162)
P. O. BOX 10887
RALEIGH, 27605

HOWARD R. BOOZER . . . . DIRECTOR
CAMERON P. WEST . . . . ASSOCIATE DIRECTOR

WATTS HILL, JR.
CHAIRMAN
DURHAM (1971)
LINDSAY C. WARREN, JR.
VICE-CHAIRMAN
GOLDSBORO (1973)
MRS. HARRY P. HORTON
SECRETARY
PITTSBORO (1973)
S. E. DUNCAN
SALISBURY (1973)
GORDON H. GREENWOOD
BLACK MOUNTAIN (1969)
W. C. HARRIS, JR.
RALEIGH (1969)
ADDISON HEWLETT, JR.
WILMINGTON (1969)

J. P. HUSKINS
STATESVILLE (1971)
J. PAUL LUCAS
CHARLOTTE (1971)
HUBERT M. POTEAT, JR., M.D.
SMITHFIELD (1969)
JOHN A. PRITCHETT
WINDSOR (1969)
WILLIAM B. RANKIN
LINCOLNTON (1969)
EMIL ROSENTHAL
GOLDSBORO (1969)
CLARENCE WATKINS
DURHAM (1969)
MRS. GEORGE D. WILSON
FAYETTEVILLE (1969)

November 26, 1968

The Honorable Dan Moore
Governor of North Carolina
Raleigh, North Carolina

Dear Governor Moore:

The Board of Higher Education is pleased to transmit to you its first report on Planning for Higher Education in North Carolina. We say "first report" for in each subsequent biennium the report must be updated in the light of new knowledge and further experience, carried forward for two additional years, and recommendations added in areas which could not be covered in previous reports.

Citizens of this State owe you a major debt of gratitude because, though the Board of Higher Education was established in 1955, it was only under your leadership that sufficient funds and staff were provided to enable comprehensive long-range planning to be undertaken. The end product is lengthy, as much of the information has never before appeared in print, much less in a single document. Chapter XVI lists the 118 recommendations contained in the study. A condensation of the entire report is also presented as a separate document.

We believe this report will provide a long needed base of information for future public policy decisions affecting higher education. If the end results are improved educational opportunities for the people of the State and a better return on each dollar the State invests in higher education, the efforts of so many in the preparation of this report will have been amply justified.

Respectfully submitted,

Watts Hill, Jr., Chairman
Lindsay C. Warren, Jr., Vice Chairman
Mrs. Harry P. Horton, Secretary

Enclosure

PREFACE

This long-range planning study of higher education in North Carolina is the most comprehensive one of its kind ever undertaken in the state. It deals with a wide range of subjects in as much depth as was possible in the time available. To the extent that it is not complete it should be considered a preliminary report. In any case it should be continuously updated and the projections of enrollments and needs extended further into the future.

The study and this report were made possible by the support and encouragement of Governor Moore and his administration, by the Council of State and the General Assembly in providing the necessary funds, and with the advice and cooperation of hundreds of others throughout the state. These include the presidents, deans, faculty, and other staff members of the public and private two-year and senior colleges and universities; the personnel of many state agencies; and other interested citizens.

This report is based on more than 70 specific studies which were undertaken in the past three years, and on the long-range planning reports of the public senior institutions. The directors of institutional research at these institutions (listed in Appendix N) have been very helpful. Advisory and working committees consisting of institutional and state agency representatives (see Appendix O) and consultants who have assisted in special areas (see Appendix P) have materially augmented the staff of the Board of Higher Education.

Publications of the Board of Higher Education and the studies on which they were based appear in Appendices A and B. Illustrative of the studies that have been published is a research report dealing with nursing education in North Carolina; the summary and recommendations of that study appear in Appendix Y.

All members of the administrative and secretarial staff of the Board of Higher Education (see Appendix Z) worked beyond the call of duty in the preparation of this report. Special thanks are due Mrs. Dianne Joyner and Mrs. Mary Wells who typed the several drafts of the manuscript.

Howard R. Boozer
Director of Higher Education

November 26, 1968

CONTENTS

Page

LETTER OF TRANSMITTAL ii

PREFACE iii

LIST OF TABLES x

LIST OF FIGURES xii

I. INTRODUCTION 1

II. GOALS OF HIGHER EDUCATION IN NORTH CAROLINA 9

III. THE PRESENT SYSTEM OF HIGHER EDUCATION IN NORTH CAROLINA 19

The Public Institutions of Higher Education, 20
  Community colleges and technical institutes, 20
  Senior colleges, 22
  Regional universities, 23
  Consolidated University of North Carolina, 25
State Agencies, 26

IV. ENROLLMENTS AND ADMISSIONS 33

Enrollments, 33
  Present enrollment, 34
  Enrollment trends, 34
  Projections to 1975, 36
  Evaluation of institutional projections, 43
  Migration of students, 45
  Quotas for out-of-state students, 48
  Attrition of students, 49
Admissions, 50
  "Open door" institutions, 51
  Selective admission to senior colleges and universities, 53
  Facilitating the admissions process, 55
  Transfer students, 57

V. INSTITUTIONAL POLICY AND ADMINISTRATION 61

Duties and Responsibilities of Trustees, 62
  General responsibilities of trustees, 62
  Financial responsibilities of trustees, 64
  Orientation of trustees, 64
  The trustees and the president, 66
  The trustees and the faculty, 67
  The trustees and the students, 68

Administrative Organization and Responsibilities, 71
The Role of Faculty in Academic Governance, 75
  Internal bodies, 76
  External associations, 78
  Bargaining agents, 78
Student Participation in Campus Government, 80

VI. ACADEMIC DEGREE PROGRAMS 87

Present Degree Programs, 88
Institutional Plans for New Degree Programs, 95
  Proposed new degree programs, 96
Statewide Planning and Coordination of Degree Programs, 101
  Inventory of degree programs, 102
  Procedures for the development and evaluation of proposals for new programs, 102
  Determining statewide academic program needs, 103
Academic Program Development at the Various Degree Levels and in Selected Professional Areas, 106
  Academic program development at the various degree levels, 106
  Medical and allied health education, 109
  Agricultural and engineering education, 111
  Legal education, 112

VII. OTHER SPECIAL ACADEMIC AREAS 119

Accreditation, 119
  Institutional accreditation, 119
  Program accreditation, 123
Extension and Continuing Education, 125
The Use of Television in Instruction, 130
Interinstitutional Cooperation, 137
Southern Regional Education Board, 145

VIII. LIBRARIES 147

Holdings, 147
Personnel, 154
Physical Facilities, 158
Use of Libraries, 163
Financial Support, 165
Impact of Technology, 168
Cooperation Among Libraries, 169

IX. FACULTY 175

Preparation of Faculty, 175
Recruitment, 176
Appointment, Reappointment, Nonreappointment, Promotion and Rank, 181

Academic Freedom, Responsibility, and Tenure, 186
  Academic freedom and responsibility, 186
  Academic tenure, 186
Leaves of Absence, 188
Faculty Workload, 190
Faculty Compensation, 193
Retirement, 198

X. TRADITIONALLY NEGRO COLLEGES 201

Extent of Desegregation, 202
Some Problems of Negro Students, 203
The Future of the Negro Colleges, 205
Steps to Achieve Transformation, 208
  Course offerings, 211
  Remedial work, 211
  Admissions, 212
  Areas of strength, 214
  Staff and faculty, 214
The Role of Other Institutions, 216

XI. PRIVATE HIGHER EDUCATION 223

Characteristics of Private Higher Education in North Carolina, 224
  History, 225
  Enrollment, 228
  Degree programs, 230
  Interinstitutional cooperation, 232
  Accreditation, 234
Private Higher Education in Crisis--A Survey of the National Situation, 234
  Basic issues, 235
  National dimensions, 239
  Prospects for reform, 240
  Legal issues, 241
Sources of Financial Support, 243
  Student receipts, 244
  Federal government, 247
  State government, 252
Assistance to Private Higher Education in Other States, 255
  State aid through scholarship or tuition equalization, 256
  Contractual relationships, 258
  Direct aid, 258

XII. STUDENT FINANCIAL AID 263

The Management and Operation of Student Financial Aid Programs, 266

    Administration of the programs, 267
    Institutional policies and procedures in making awards, 269
    Personnel, 271
  Student Financial Aid Resources and Needs, 275
    Financial barriers to higher education, 275
    Unmet financial aid needs of senior college student, 278
  Financial Aid Needs in the Future, 283

XIII. FACILITIES 289

  Utilization of Space, 290
    Summer sessions, 296
    Academic calendars, 297
  Need for Additional Facilities, 298
    Instructional space needs, 298
    Library space needs, 299
    Dormitory facilities, 299
    Married student housing, 307
    Needs for other types of facilities, 307

XIV. FINANCING HIGHER EDUCATION 309

  Background, 310
  State Government Support, 315
    Budget preparation and administration, 324
    Tuition and fees, 330
    Costs of instruction, 333
    Summary of estimated costs to meet certain special needs, 337
    Financing capital improvements, 337
  Federal Government Support, 343

XV. FUTURE SYSTEM OF PUBLIC HIGHER EDUCATION 351

XVI. SUMMARY OF GOALS AND RECOMMENDATIONS 363

APPENDICES 383

A. Board of Higher Education Publications Since January 1966, 389

B. Studies Undertaken by the Board of Higher Education Since January 1966 as Background for the Long-Range Planning Report in North Carolina, 393

C. North Carolina Colleges and Universities, Their Chief Administrative Officers (Fall 1968), and Their Enrollments (Fall 1967), 397

D. North Carolina General Statutes, Article on State Board of Higher Education, 401

E. North Carolina General Statutes, Statutory Purposes, and Functions of Each Public Senior Institution of Higher Education in North Carolina, 407

F. Procedures for Submission by Institution and Evaluation by the Board of Higher Education of New Degree Program Proposals of Public Senior Institutions of Higher Education in North Carolina, 411

G. Academic Freedom and Tenure, 1940 Statement of Principles, 417

H. Joint Statement on Rights and Freedoms of Students, 419

I. Statement on Government of Colleges and Universities, 423

J. Articulation Guidelines Approved by the Joint Committee on College Transfer Students, November 1967, 429

K. State Scholarship Programs, 439

L. The States and Private Higher Education, 445

M. North Carolina's Participation in the Higher Education Facilities Act of 1963 for Fiscal Years 1965-68, 453

N. Directors of Institutional Research at Public Senior Institutions of Higher Education in North Carolina, 461

O. Advisory Committees, Long-Range Planning Studies, 463

P. Consultants, and Contracts, Long-Range Planning Studies, 465

Q. Principles of Financial Aid Administration, 467

R. Recommended Staffing Patterns of Student Financial Aid Offices, 469

S. Summary of Federal and State Student Aid Contributions in North Carolina Colleges and Universities During the 1967-68 Academic Year, 471

T. Definition of Out-of-State Students in North Carolina Public Colleges and Universities, 473

U. The Standards for Notice of Nonreappointment, 477

V. Statement on Procedural Standards in Faculty Dismissal Proceedings, 479

W. Texas Coordinating Board Statement on Academic Freedom, Tenure, and Responsibility, 483

X. Long-Range Plans of the University of North Carolina for the Expansion of the Medical School, 487

Y. Nursing Education in North Carolina, 495

Z. Staff of the Board of Higher Education, 497

LIST OF TABLES

Tables		Page
I	General Characteristics of College Enrollment in North Carolina, Fall 1967	35
II	Enrollment Projections for Long-Range Planning in North Carolina by Type of Institution, 1967-1975	42
III	Degrees Conferred by North Carolina Public Senior Colleges and Universities by Type of Degree and Institution, 1966-1967	90
IV	Degrees Conferred by North Carolina Public Senior Colleges and Universities by Type of Degree and Major Field of Study, 1966-1967	91
V	Degrees Conferred by North Carolina Private Senior Colleges and Universities by Type of Degree and Institution, 1966-1967	93
VI	Degrees Conferred by North Carolina Private Senior Colleges and Universities by Type of Degree and Major Field of Study, 1966-1967	94
VII	New Bachelor's and Master's Degree Programs Planned by North Carolina Public Senior Colleges and Universities, 1969-1975	97
VIII	Holdings of North Carolina Public College and University Libraries Compared with ACRL Standards and Deficiencies	150
IX	Ratio of Professional Library Staff to Full-Time Equivalent Enrollment in North Carolina Public Senior Colleges and Universities, Fall 1967	156
X	Available Reader Space and Deficiencies in North Carolina Public College and University Libraries, Fall 1968	160
XI	Library Holdings and Recommended Acquisitions by June 30, 1975 for North Carolina Public Senior College and University Libraries	162
XII	Percentage Distribution of Full-Time Faculty Members by Academic Rank in North Carolina Public Senior Colleges and Universities, Fall 1967	184
XIII	Enrollment in North Carolina Colleges and Universities by Predominantly White and Predominantly Negro Institutions, Fall 1967	204

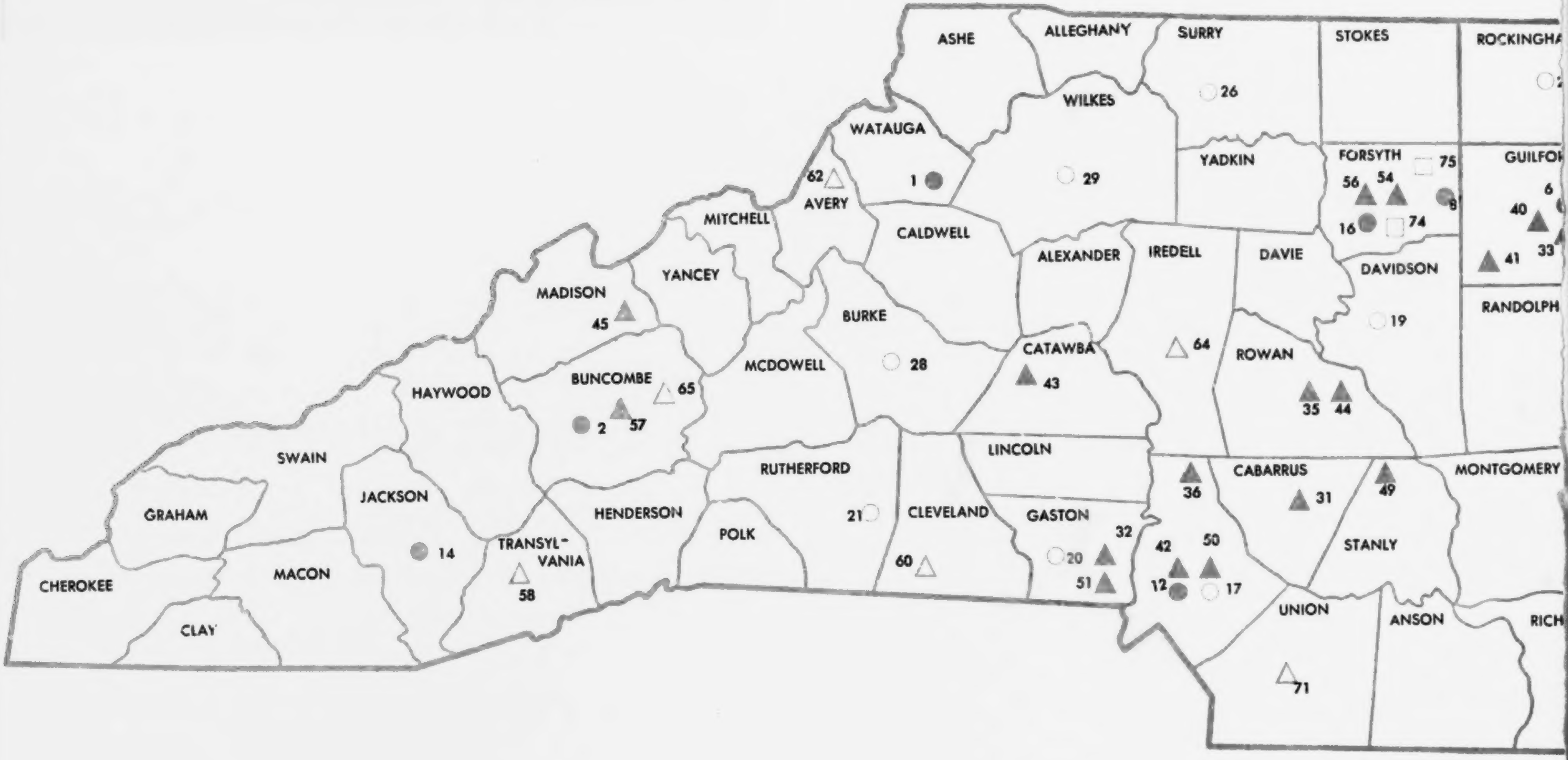
XIV	Enrollment in North Carolina Private Colleges and Universities by Residence Status and Institution, Fall 1967	231
XV	Income Distribution of Parents of Students in North Carolina Senior Colleges, 1968	279
XVI	Instructional Space Utilization in Colleges and Universities for Selected States	294
XVII	Estimates of Library Space Needs by 1975 for North Carolina Public Senior Institutions	300
XVIII	Capacity and Utilization of Dormitories in North Carolina Public Senior Institutions, 1961 to 1967	302
XIX	Actual and Authorized Dormitory Capacity by Institution for North Carolina Public Senior Institutions	306
XX	Current-Funds Revenue in North Carolina Senior Colleges and Universities by Source and Type of Institution, 1966-1967 Fiscal Year	316
XXI	General Fund Expenditures and Percent of Increase in North Carolina by Biennium, 1959-1975	317
XXII	Expenditures for the Operation of North Carolina Public Senior Institutions from State Appropriations, 1957-1967 and Estimates for 1967-1975	319
XXIII	Estimated Revenue Requirements of North Carolina Public Senior Institutions, 1969-1975	320
XXIV	General Fund Expenditures and Capital Improvement Appropriations for Higher Education in North Carolina, 1959-1975	322
XXV	Formulas for Higher Education in Texas, 1970-1971	335
XXVI	Summary of Estimated Costs of Meeting Certain Special Needs in North Carolina, 1969-1975	338

LIST OF FIGURES

Figures		Page
1	Pyramid of Public Education in North Carolina	21
2	Present System of Public Higher Education in North Carolina	32
3	Natural Increase Trends, North Carolina, 1915 to 1967	37
4	Trend in the Number of High School Graduates in North Carolina 1956-1967 and Projections to 1976	39
5	Trends in Post-High School Activities of North Carolina Public High School Graduating Classes, 1955-1967	40
6	Geographic Origin of Undergraduate Students in Public Senior Institutions in North Carolina, Fall 1967	46
7	Number of Bound Volumes Per Full-Time Equivalent Student in North Carolina Public and Private Senior Colleges and Universities, 1967	151
8	Percentage of Full-Time Faculty in North Carolina Public Senior Institutions with Doctor's Degree, Fall 1967	177
9	Average 9-Month Salaries for Full-Time Faculty (All Ranks) in North Carolina Public Senior Colleges and Universities Compared with the National Average, 1963-1964 to 1969-1970	196
10	Comparison of Faculty Salaries at Predominantly Negro Institutions with Comparable Predominantly White Institutions in North Carolina, Fall 1967	210
11	North Carolina College Enrollment Trend, 1900-1975	229
12	Actual and Projected Dormitory Capacity for North Carolina Public Senior Institutions, 1967 and 1975	304

NORTH CAROLINA

1968


ASHE
ALLEGHANY
SURRY
STOKES
ROCKINGHA
26
WILKES
WATAUGA
62
AVERY
1
29
YADKIN
FORSYTH
75
GUILFO
56
54
6
8
40
16
74
MITCHELL
CALDWELL
ALEXANDER
IREDELL
DAVIE
DAVIDSON
41
33
YANCEY
MADISON
45
BURKE
RANDOLPH
19
CATAWBA
64
ROWAN
BUNCOMBE
65
MCDOWELL
28
43
HAYWOOD
2
57
35
44
LINCOLN
SWAIN
RUTHERFORD
CABARRUS
MONTGOMERY
36
31
49
JACKSON
HENDERSON
21
CLEVELAND
GASTON
GRAHAM
32
42
50
STANLY
14
TRANSYL-VANIA
POLK
20
MACON
60
CHEROKEE
58
51
12
17
UNION
ANSON
RICH
CLAY
71

PUBLIC INSTITUTIONS

● SENIOR COLLEGES

1 Appalachian State University
2 Asheville-Biltmore College
3 East Carolina University
4 *Elizabeth City State College
5 *Fayetteville State College
6 *North Carolina Agricultural and Technical State University
7 *North Carolina College at Durham
8 North Carolina School of the Arts
9 North Carolina State University at Raleigh
10 Pembroke State College
11 University of North Carolina at Chapel Hill
12 University of North Carolina at Charlotte
13 University of North Carolina at Greensboro
14 Western Carolina University
15 Wilmington College
16 *Winston-Salem State College

○ COMMUNITY COLLEGES

17 Central Piedmont Community College
18 College of the Albemarle
19 Davidson County Community College
20 Gaston College
21 Isothermal Community College
22 Lenoir County Community College
23 Rockingham Community College
24 Sandhills Community College
25 Southeastern Community College
26 Surry Community College
27 Wayne Community College
28 Western Piedmont Community College
29 Wilkes Community College

PRIVATE INSTITUTIONS

▲ SENIOR COLLEGES

30 Atlantic Christian College
31 *Barber-Scotia College
32 Belmont Abbey College
33 *Bennett College
34 Campbell College
35 Catawba College
36 Davidson College
37 Duke University
38 Elon College
39 Greensboro College
40 Guilford College
41 High Point College
42 *Johnson C. Smith University
43 Lenoir Rhyne College
44 *Livingstone College
45 Mars Hill College
46 Meredith College
47 Methodist College
48 North Carolina Wesleyan College
49 Pfeiffer College
50 Queens College
51 Sacred Heart College
52 St. Andrews Presbyterian College
53 *Saint Augustine's College
54 Salem College
55 *Shaw University
56 Wake Forest University
57 Warren Wilson College

△ JUNIOR COLLEGES

58 Brevard College
59 Chowan College
60 Gardner-Webb Junior College
61 *Kittrell College
62 Lees-McRae College
63 Louisburg College
64 Mitchell College
65 Montreat-Anderson College
66 Mount Olive Junior College
67 Peace College
68 St. Mary's Junior College
69 Southwood College
70 Vardell Hall
71 Wingate College

▨ THEOLOGICAL SEMINARY

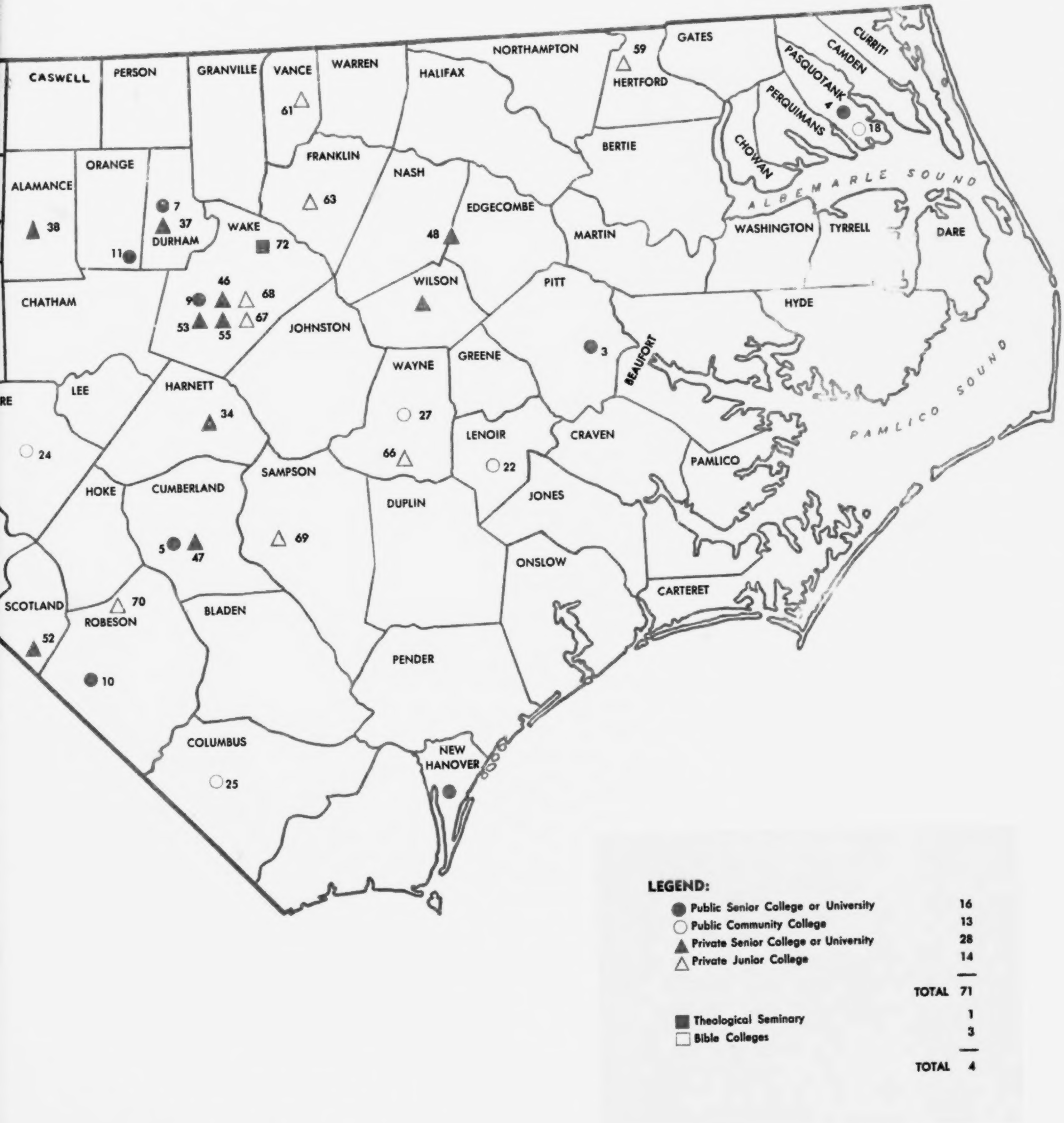
72 Southeastern Baptist Theological Seminary

☐ BIBLE COLLEGES

73 John Wesley Bible College
74 Piedmont Bible College
75 Southern Pilgrim College

---

* Attended predominantly by Negroes


CASWELL
PERSON
GRANVILLE
VANCE
WARREN
HALIFAX
NORTHAMPTON
59
HERTFORD
GATES
CURRITUCK
CAMDEN
PASQUOTANK
4
18
PERQUIMANS
CHOWAN
BERTIE
61
ALAMANCE
38
ORANGE
11
7
37
DURHAM
WAKE
72
FRANKLIN
63
NASH
EDGECOMBE
48
MARTIN
WASHINGTON
TYRRELL
DARE
ALBEMARLE SOUND
CHATHAM
46
9
68
53
55
67
JOHNSTON
WILSON
PITT
3
HYDE
BEAUFORT
GREENE
WAYNE
27
66
LENOIR
22
CRAVEN
PAMLICO
PAMLICO SOUND
LEE
HARNETT
34
RE
24
HOKE
CUMBERLAND
5
47
SAMPSON
69
DUPLIN
JONES
ONSLOW
CARTERET
SCOTLAND
52
ROBESON
70
10
BLADEN
PENDER
COLUMBUS
25
NEW HANOVER
LEGEND:
● Public Senior College or University 16
○ Public Community College 13
▲ Private Senior College or University 28
△ Private Junior College 14
TOTAL 71
■ Theological Seminary 1
☐ Bible Colleges 3
TOTAL 4

I. INTRODUCTION

North Carolina recognizes through its Constitution that the privileges of education are the citizens' birthright and that the state has an obligation to maintain that right and encourage its fulfillment. In meeting this obligation, the state recognizes its responsibility to provide public education at all levels in order to afford an opportunity for the people to develop as fully as possible commensurate with their abilities and motivation. Consistent with this Constitutional obligation, the North Carolina General Assembly established the Board of Higher Education "to plan and promote the development of a sound, vigorous, progressive and coordinated system of higher education." In discharging this duty, the Board has certain responsibilities under the law, especially "to plan and coordinate the major educational functions and activities of higher education in the State."

The Board of Higher Education, since its creation by the 1955 General Assembly, has tried to achieve these purposes. The Board has generally recognized through the years that long-range planning for higher education was needed, but only within the past two years has it had sufficient staff and funds to begin assembling the vast amount of information required for the broad range of supporting studies which are necessary prerequisites to long-range planning.

On May 12, 1966, Governor Dan Moore announced that the Board of Higher Education was undertaking comprehensive studies which would lead by 1968 to a broad plan for higher education. The Governor added that he was looking to the Board "for affirmative, creative leadership in formulating statewide higher educational plans and policies which will meet the needs of the state. This must be achieved," he added, "through the cooperative efforts of each state institution of higher education."

In July 1966 Governor Moore reminded legislators from 15 states, who were present in Asheville at the Legislative Work Conference of the Southern Regional Education Board, that "when colleges and universities were relatively few in number and relatively small, the Governor and legislature could make judgments in a fairly simple fashion. Now that the higher education appropriations in our states run...in some cases over $100 million per year, it is not possible for either the Governor or a member of the legislature to look at the requested amount and decide.../how/ to arrive at a proper appropriation." What is required, he said, is systematic planning by a group that has looked "not only at the proposals of individual institutions, but also at the needs of the state as a whole."

The Governor went on to say that if a state has no such planning group and no comprehensive plan, "educational and fiscal chaos" will likely result: "Institutions will seek favored positions before legislative bodies; costly duplication of programs will result; public confidence and thus financial support will be weakened and certainly the quality, if not the quantity, of educational opportunity will diminish. And who really suffers? It is the students, and through them, our states." He concluded, "I know of no viable alternate to long-range planning for higher education." Governor Moore again noted the importance of long-range planning in higher education in his Legislative Message on February 9, 1967 and also in his Special Message on Higher Education on March 30, 1967.

This report on Planning for Higher Education in North Carolina would not have been possible without the continuing interest and support of Governor Moore and his administration. It also would not have been possible without the assistance and cooperation of hundreds of persons in the public and private colleges and universities, in the Department of Administration and other state agencies, in the General Assembly, and elsewhere.

Seventy-four studies were undertaken in connection with the larger study (see Appendix B). Some of these studies were conducted by staff members of the Board, some by statewide committees or consultants to the Board, and a few under contract with other organizations having special competence in particular fields. At the Governor's request, each public senior college and university in the state system prepared its own long-range planning report in which it set out its hopes for the next few years and analyzed its strengths and weaknesses.

Drawing upon all these sources, as well as the general literature and studies done in other states, the Board has addressed itself to such questions as: Where are we now in higher education? Where should we go? How can we get there? And, How much will it cost?

The focus of this study was on the public senior institutions of higher education in North Carolina, those being the ones with which the Board of Higher Education is by statute primarily concerned. At the same time, however, we are cognizant of the importance of maintaining strong dual systems of private and public higher education, and many of the recommendations contained in this report apply equally to the private and public institutions.

In preparing the State's first comprehensive long-range plan for higher education, intensive study has been made of structure and organization, enrollments and staffing, educational programs, equality of educational opportunity, facilities, costs and financing, the role of private higher education, and the dimensions of the state's commitment in the context of changing economic and social conditions.

North Carolina has for many years been a leader in higher education in the region, and has reason to be proud of the past accomplishments of its colleges and universities. Since the opening of the University of North Carolina in 1795 as the nation's first state-supported university, the importance of higher education in the life of the state has been recognized. Particularly notable strides in public support of the colleges and universities have been made in recent years. This report, however, is concerned less with the past than with the future. It deals primarily with the present adequacy and future needs of higher education in North Carolina.

How shall the state's public system of higher education make the most efficient use of the investment of public funds? How can this system be brought to its greatest educational productivity? How can the system, through a judicious balance of function and distribution of programs among its component institutions, be made most accessible to educable young men and women? How can the education provided be made most meaningful to the individual, contributing to his effectiveness as a citizen and to his personal fulfillment as a human being? Our purpose has been to consider and, where possible, to suggest answers to these and other questions. The determinations made and the recommendations contained in this report have been directed toward assisting the General Assembly, the Executive agencies, and the institutions of higher education in the discharge of their great responsibilities.

It would be presumptuous to try to forecast what the needs in higher education will be 20 or 30 years from now. The nation, and higher education along with it, are changing so rapidly that attempts at such long-range predictions would probably be exercises in fantasy. While the broad goals for higher education set out in Chapter II should be useful guides for many years to come, most of our recommendations are shorter-range, concerned with the period between now and 1975. We have recommended that action should be taken by the next session of the General Assembly on some matters, and that the state should attempt to achieve certain goals over three biennia, or by 1975, on some other matters. On still other questions we have suggested that additional studies be undertaken to determine what the appropriate courses of action might be.

While the answers to many of the broader questions posed are not so clear or comprehensive as we would wish, nevertheless out of the studies and analyses a number of clear answers do emerge. Some of these are in such areas of critical importance as faculty compensation, libraries, the education of the disadvantaged, and the possibility of unnecessary duplication of academic programs. Where the answers have been clear, we have recommended appropriate action. In those areas where the answers have not been clear, we have generally avoided making specific recommendations.

One of the underlying problems which the Board has repeatedly encountered in the preparation of this report has been that of securing accurate and comparable information from the various institutions. Although the colleges and universities in the state have been most cooperative, in the typical institution the data system is primitive. On some subjects no statistical information exists; on some others the information available is unreliable and contradictory. Often the information that is available at an institution is not in a form that makes it comparable with information at other institutions. In the absence of reliable data, institutions and state agencies have often had to rely in the past on intuition and "educated" guesses. Higher education has become too important, too vast, and too complex to function in such a haphazard way.

In order to do effective planning on institutional or state levels, uniform reporting practices are needed upon which can be developed a computer-based, statewide system of collecting, analyzing, and storing data. Such a total information system would provide for the institutions themselves, for the Governor, the Legislature, and the state agencies concerned with higher education, reliable information for use in projecting needs and in solving problems. The 1967 General Assembly authorized a start toward the development of such a base for future planning. Further development in this direction is a critical need.

It is our hope that this review of higher education in North Carolina is only the beginning of continuing, systematic, statewide study of higher education. We propose regularly to reexamine this study and the recommendations, updating them or rewriting them as necessary with continuous revision of projections for succeeding years. These reviews will also be undertaken in cooperation with the public and private institutions and the various state agencies concerned.

The most comprehensive earlier study of higher education in North Carolina was that of the Governor's Commission on Education Beyond the High School (1962), which began its Report with this quotation from Alfred North Whitehead:

> In the conditions of modern life the rule is absolute: The race which does not value trained intelligence is doomed. Not all your heroism, not all your social charm, not all your wit, not all your victories on land or at sea, can move back the finger of fate. Today we maintain ourselves. Tomorrow science will have moved forward yet one more step, and there will be no appeal from the judgment which will then be pronounced on the uneducated.

As the succeeding chapters of this report will demonstrate, in many respects North Carolina is lagging in higher education. It has been said that men basically are much the same in ability from one age to another but that one age is considered heroic and another pedestrian, depending upon how high the targets are set. The time has come for North Carolina to set new and higher targets.

A summary listing of the recommendations which are interspersed throughout this report appears in Chapter XVI.

CHAPTER II

GOALS OF HIGHER EDUCATION IN NORTH CAROLINA

Higher education in North Carolina tomorrow will depend upon the goals set today. What kind of higher education do we as a people want? What should higher education do for the citizenry and for the state at large? Who should enjoy the benefits of higher education? How good do we think the system of higher education ought to be?

As society has become more complex, educational needs have become greater. Historically society has responded to these needs by expanding the availability of education at progressively higher levels, first through elementary and secondary schools and now beyond the high school. It is estimated that by 1970, only two years away, 68 percent of all jobs will require training beyond high school.* Goals for North Carolina's system of higher education must recognize that the need to make post-high school education available to large numbers is now as great as was the need to make high school education available a few years ago.

In every field the level of performance and the breadth of knowledge that seemed sufficient a few years ago are no longer adequate. A state unwilling to develop its human resources is capable of developing little else. If North Carolina is to progress at the rate it should economically, culturally, and socially, and if it is to be a leader in the nation and in the closely inter-related global society, it must raise its educational sights.

The Board of Higher Education published the following general statement of goals in its _Interim Report and Recommendations_ (March 1967):

---

*Norman C. Harris, _Technical Education in the Junior College_, 1964, p. 27. Estimate from the Center for the Study of Higher Education, University of Michigan.

> The state must provide educational programs and facilities, in both quantity and quality, appropriate to the diverse needs of the people in order that every individual may have the opportunity to develop to the maximum, commensurate with his abilities and motivation. The individual student has a reciprocal responsibility to make best use of the resources that have been made available for his education. The institutions have a right to require that students enrolled have an educational background sufficient to permit a prediction of reasonable success in programs undertaken, and to expect that every student has made a personal commitment to learn and benefit from the educational opportunity afforded him.

The goals set forth below express in more expanded form the needs of the state in higher education. They are realistic goals that can be reached, but they require substantial investment of money, time, and energy. They are also goals that acknowledge the cost of doing too little in an era that condemns to utter frustration and hopelessness the uneducated person and the under-educated society.

GOAL 1. TO HELP THE INDIVIDUAL ACHIEVE SELF-FULFILLMENT

America is founded on the premise that the state exists for the benefit of the individual, not the individual for the state. Any society based on such a premise naturally sets as its first goal the meeting of the needs of individuals for self-fulfillment or, as some prefer, for achievement of the good life. Our institutions must civilize, humanize,and expand the horizons of their students. None of the colleges or universities, however specialized its function, should simply train workers or technicians at the expense of a broader education for a reflective, satisfying, and creative life. Experience indicates that as institutions produce whole men, they will not only best serve individuals, but also in this way best serve society at large.

GOAL 2. TO PRODUCE THE QUALITIES AND SKILLS WHICH SOCIETY NEEDS

The system of post-high school education, made up of a variety of public and private institutions offering training at different levels, must produce people with the knowledge and skills the state needs. It must produce engineers, scientists, nurses, teachers, and trained persons of many other kinds. But in designing a system to fulfill predictable manpower requirements, other needs just as vital although not statistically obvious must not be forgotten: "The nation needs philosophers, poets, artists, critics -- and a thousand other sorts of people -- in numbers which 'manpower analyses' can never estimate."* It is also incumbent on the system and on every institution in it to educate citizens who understand the nature and processes of democracy and are willing to assume the responsibilities of citizenship in the state, the nation, and the world.

GOAL 3. TO PROVIDE OPPORTUNITY FOR EDUCATION BEYOND THE HIGH SCHOOL FOR ALL

Access to the system of higher education should be open to all who can benefit from it. No one should be barred because of poverty, race, or place of residence. The ability and interest of the individual, not the chance of birth, should determine his future. Every person must be given the opportunity to develop to the maximum within the limits of his capability. The individual student has a reciprocal responsibility to make the best use of the educational resources made available to him.

In order to avoid waste of human and material resources, an institution has the right to require that a student give reasonable promise of success in the programs he undertakes. At the same time, however, a system of higher education must make provision for the many students of high innate ability--black and white, rural and urban--who have been economically or culturally deprived. The talents of such students must not be lost to society; through special programs and financial assistance, attempts must be made to remedy defects in their preparatory education.

---

*Statement by Dr. Henry Wriston, former president of Brown University.

The mere existence of an accessible educational system is not sufficient. If the best use is to be made of human resources, institutions of higher education must aggressively seek out talented students who have lacked educational and cultural advantages. It is of great importance for the well-being of the whole society that this task be undertaken vigorously and systematically.

GOAL 4. TO CULTIVATE DIVERSITY WITHIN THE SYSTEM OF HIGHER EDUCATION

Because human beings differ and flourish creatively in varying circumstances, the system of higher education must deliberately maintain and foster diversity of programs and of educational approaches. In North Carolina, junior and community colleges, small public and private senior colleges, and public and private universities already offer considerable variety in approaches and in level of work. Even so, many of the institutions tend to be too much alike. Each should cultivate its own special role and develop its own style.

Not only is there need for diversity among institutions, there is also need for diversity within institutions to match the varying needs and aspirations of students. The pressure to educate larger numbers makes it tempting to standardize curricula and educational methods, but academic vitality will have been lost if colleges and universities succumb to this temptation.

GOAL 5. TO DEVELOP AN EFFICIENT STATE SYSTEM OF HIGHER EDUCATION

There is need in North Carolina for institutional growth to educate increasing numbers of students, but this growth should be planned so as to combine maximum economy with maximum quality of educational experience. Each institution should make a conscious effort to excel in terms of its mission. The mission should be well defined and there should be widespread understanding of it.

Those charged with the guidance of human institutions often want to see them grow in size and take on more functions. Institutions of higher education are not exempt from this tendency. From many states come reports of two-year community colleges that want to become four-year colleges, four-year colleges that want to become five-year colleges, and five-year colleges that want to become universities with a full range of doctoral and professional programs. It should be recognized, however, that institutional aspirations are not always synonymous with the good of the public at large.

The cost to the State of North Carolina of meeting the needs in higher education in the next few years will, of necessity, be high. The taxpayers of the state have a right to expect that each institution will not only provide educational opportunity of the highest quality but also operate its affairs economically, follow sound business practices, and make maximum use of all its facilities. The taxpayers also have a right to ask that each institution examine its own aspirations in the light of what is good for the whole system and that each exercise a measure of self-restraint. Furthermore, all institutions collectively, as well as the statewide agencies which are involved, have an obligation to the taxpayers to see that the entire system is economical and that it is free of unnecessary duplication.

GOAL 6. TO ENCOURAGE AND SUPPORT RESEARCH

Educational institutions are better suited to engage in many types of research than are most other institutions of society. New products, new processes, new contributions to health and welfare, and knowledge about human behavior, history, and the universe all frequently grow out of research in educational institutions. Through research educational institutions make one of their principal contributions to society.

North Carolina has been fortunate in the amount and quality of research conducted at some of its institutions. Much of it has been of immediate and demonstrable benefit to the state. Much of it has also been valuable in helping to attract scholars to the state, in raising the prestige of the institutions, and in providing intellectual stimulation to students.

The state must encourage and help to support research activities appropriate to the statutory functions of the public colleges and universities. The institutions, for their part, have a responsibility to keep research in proper relationship to teaching and to their other functions.

GOAL 7. TO PROTECT ESSENTIAL FREEDOMS IN INSTITUTIONS OF HIGHER EDUCATION

A college or university is an agency of society devoted to seeking truth and transmitting it. Such an institution thrives in freedom but is not true to itself or to society when freedom is curtailed.

College and university personnel do not ask exemption from the laws that apply generally to all citizens, nor would it be appropriate for them to do so; but educators, like all other citizens, must be free to seek and responsibly to expound the truth as they see it. This is the American tradition and its maintenance in full is essential if institutions of higher education are to have real quality.

GOAL 8. TO PROVIDE OPPORTUNITIES FOR THE CONTINUING EDUCATION OF ADULTS

Today, more than at any time in the past, there is need for continuing formal education throughout life. This is true for many reasons. Knowledge accumulates more rapidly than ever before and anyone who wants to keep abreast of world developments in any field must be constantly updating his information. Changes in technology render jobs partially or wholly obsolete and require new training. There is increased need for mid-career education in many fields.

In addition, people are today living longer and retiring earlier, and must learn to redesign their lives and their activities as they reach retirement. Many women have a need to re-orient their activities as their children mature. These circumstances, among many others, create a need for continuing education of adults. The institutions devoted to post-high school education must respond in imaginative ways, but in doing so must maintain high standards.

GOAL 9. TO USE THE RESOURCES OF HIGHER EDUCATION IN THE SEARCH FOR SOLUTIONS TO URGENT COMMUNITY PROBLEMS

Institutions of higher education have a responsibility to be involved in the search for solutions to many of the social, cultural, and economic problems that face society. It is most appropriate for them, with their concentrations of human talent and other resources, to bring insights of the academic disciplines to bear on such problems in the community, state, and nation. The extent to which an institution can assist will depend on its particular purposes, its size, resources, location, and other factors; but every institution, no matter how small it may be or where it may be located, has a contribution to make.

GOAL 10. TO NURTURE THE CONTINUING DEVELOPMENT OF STRONG DUAL SYSTEMS OF PUBLIC AND PRIVATE HIGHER EDUCATION

North Carolina is fortunate among the states in the number and quality of its private colleges and universities. These institutions add greatly to the diversity of higher education and they educate a large number of students.

There are many areas in which public and private institutions of higher education can cooperate to their mutual benefit. In some cases, facilities or faculty might be shared. In others, joint cultural or community projects might be undertaken. Each institution should explore ways of cooperating with others which are in proximity or which have complementary interests.

Unfortunately most private institutions in the state, along with private institutions over the nation, are facing serious financial problems which will probably become more severe in the years immediately ahead. At the same time the state faces the necessity of finding a way to educate larger numbers of youth. It is in the state's best interest that private higher education continue healthy and strong. Public policy should assure that private and public institutions complement each other to the end that optimum use be made of all available resources in higher education.

GOAL 11. TO RAISE THE STANDARDS OF EXCELLENCE THROUGHOUT HIGHER EDUCATION

Much of American higher education, in its effort to serve large numbers of people, has been too little concerned with quality. No goal is more important than that of raising standards of excellence at every level and throughout the system. There is need for "a pervasive...universal striving for good performance."*

Excellence is doing well a specific task, whether that task is training

---

*Statement by Dr. John W. Gardner, former secretary of the Department of Health, Education, and Welfare.

Ph.D. candidates or helping freshmen remedy academic deficiencies. An institution is not necessarily more excellent because it is more selective or because its work is at a more advanced level. It is excellent if it performs superbly the functions allotted to it. "Each honest calling, each walk of life has its own elite, its own aristocracy based upon excellence of performance."*

North Carolina's system of higher education provides for work at many different levels. This is appropriate. But at whatever the level, the student should be challenged to the full extent of his capacity. Every institution which admits students with inadequate prior educational opportunity or preparation must have programs which are specifically designed to help those students catch up. At the other end of the spectrum every institution must stimulate and challenge its best students to the fullest extent. Excellence cannot be achieved by ignoring individual differences among students.

It is important to set high standards in undergraduate as well as in graduate programs. The undergraduate years are formative ones, the years when it is determined how broadly educated most of the students will become. Moreover, most students do not go on to graduate school.

North Carolina should never be satisfied with the production of leaders in any field who are merely as competent or as broadly educated as those produced by nearby states. Nor should the national average be good enough as a standard. The standard that North Carolina must insist upon is that its best be as good as the best anywhere in the world.

Whenever in the past the state system of higher education has achieved excellence by worldwide standards, whether in a particular discipline, in a particular graduate school, or in an imaginative remedial program, the whole system has benefited. It is not enough, however, for the educational institutions to raise their sights; the people of the state must raise their expectations of the system of higher education.

---

*Statement by Dr. James B. Conant, former president of Harvard University.

CHAPTER III

THE PRESENT SYSTEM OF HIGHER EDUCATION IN NORTH CAROLINA

In this chapter information is presented on the present structure of higher education in North Carolina, primarily with reference to the public institutions and those state agencies which are concerned with higher education. Private higher education is discussed briefly here and in more detail in Chapter XI. A listing of all colleges and universities in North Carolina appears in Appendix C.

North Carolina has more colleges and universities than any other state in the South except Texas. The 71 public and private institutions of higher education in the state differ greatly in sponsorship, organizational structure, size of enrollment, and degree offerings. There are 29 public institutions, consisting of 16 senior colleges and universities and 13 community colleges. The 42 private and church-related institutions include 28 senior colleges and universities and 14 junior colleges. There are in addition three Bible colleges and a theological seminary.

These institutions in fall 1967 enrolled a total of 120,558 students, and ranged in size from 67 students at Vardell Hall, a relatively new private junior college, to 15,601 at the University of North Carolina at Chapel Hill. As recently as 1958, students were enrolled in North Carolina's public and private institutions of higher education in equal proportions. By fall 1967 the percentage distribution of students had changed to 61 percent (70,832) in the public and 39 percent (49,726) in the private institutions, a shift of about 1 percent each year in the 10-year period. This shift does not represent enrollment decreases in the private institutions in the decade, but it does reflect a much faster rate of growth in the public ones. Enrollment in public institutions has increased by 43,210 students or 142 percent since 1958, while enrollment in the private institutions has increased by 17,275 students or 58 percent during this period.

The colleges and universities vary considerably in programs and degrees offered. The 27 two-year colleges (14 private and 13 public) offer associate degrees in technical, terminal, and college parallel programs. Thirty-four senior colleges (26 private and eight public) offer programs which today extend only through the bachelor's degree. Five public institutions (four regional universities and one college) offer bachelor's and master's degrees. Five universities (two private universities and three campuses of the University of North Carolina) offer bachelor's, master's, doctor's and, in most instances, professional degrees.

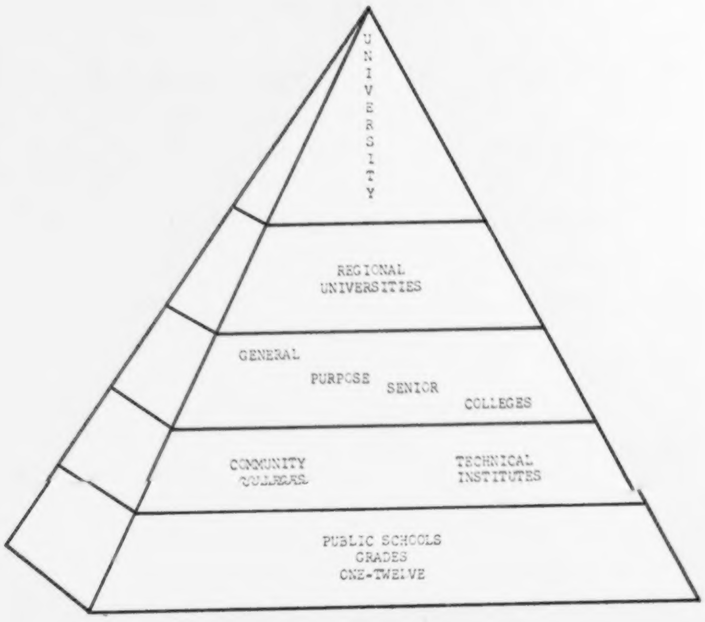
I. THE PUBLIC INSTITUTIONS OF HIGHER EDUCATION

The structure of public education in North Carolina may be characterized as a five-tiered pyramid. At the base are the elementary and secondary schools. The remaining four tiers are made up of institutions beyond the high school: community colleges and technical institutes, senior colleges, regional universities, and the University of North Carolina. This study is concerned to some extent with all of post-high school education, but its principal focus is on the senior colleges and universities.

Community colleges and technical institutes. The 1957 General Assembly enacted a Community College Act which related community colleges to the Board of Higher Education but limited state aid to college parallel programs and technical programs of college grade. Between 1957 and 1963, three pre-existing municipal junior colleges (Asheville-Biltmore, Charlotte, and Wilmington) and two new community colleges (College of the Albemarle and Gaston College) operated under the provisions of that Act.

The 1957 General Assembly also established a system of industrial education centers (vocational and technical) under the State Board of Education. By 1963 there were 20 industrial education centers, and the need to add general education curricula in those institutions was becoming apparent.

Figure 1. Pyramid of Public Education in North Carolina



In order to provide for the optimum development of post-high school programs below the baccalaureate level and to bring together two separate systems which in many ways were becoming more and more alike, the 1963 General Assembly (following the recommendation of the 1962 Report of the Governor's Commission on Education Beyond the High School) combined the previous community college and industrial education center systems into a new community college system. The new community college system, with comprehensive vocational, technical, adult, and college parallel programs, was made a responsibility of the State Board of Education operating through a new State Department of Community Colleges.

The community college system in North Carolina now consists of 50 institutions--37 technical institutes and 13 community colleges. Technical institutes offer adult education, vocational and trade programs of up to a year's length, plus one- and two-year technical programs, with certificates and diplomas appropriate to each. They also offer college preparatory programs for those whose high school preparation has not enabled them to meet minimum college admissions standards. Community colleges, in addition to offering programs comparable to those available in technical institutes, also offer two-year college parallel curricula in the arts and sciences leading to the associate degree. In the fall of 1967 these institutions enrolled a total of 21,658 students--5,579 in college parallel programs, 10,596 in technical, and 5,483 in vocational programs.

Each community college and technical institute has a 12-member board of trustees, eight chosen by local boards of education and county commissioners, and four appointed by the Governor. The State Board of Education, however, maintains extensive control over the community college system through approval of sites, buildings, building plans, budgets, and the selection of chief administrators. It also establishes and maintains standards for professional personnel, curricula, admissions, and graduation; and regulates tuition and special fees, accounting procedures, and the awarding of diplomas and degrees. The State Board of Education is assisted by a 123-member Community College Advisory Council which includes two representatives from the State Board of Higher Education and 11 representatives from senior colleges and universities.

Senior colleges. There are eight public institutions which now offer programs leading only to the baccalaureate degree. Excluding the University of North Carolina at Charlotte (discussed later), each of the seven other institutions offering programs only at this level is governed by a 12-member board of trustees appointed by the Governor for overlapping eight-year terms. These seven institutions are: Pembroke State College, created originally as a school for Lumbee Indians but no longer restrictive in its enrollment policies; Elizabeth City State College, Fayetteville State College, and Winston-Salem State College, general purpose institutions attended predominantly by Negro students, which were formerly teachers colleges preparing elementary school teachers; Asheville-Biltmore College and Wilmington College, former community colleges converted to senior colleges by the 1963 General Assembly; and the North Carolina School of the Arts, created by the 1963 General Assembly as a special purpose institution, enrolling students from junior high school through college.

Five of the seven colleges listed above may not, by statute, provide programs beyond the bachelor's degree. Two (Asheville-Biltmore and Wilmington), in addition to undergraduate instruction, may also provide such graduate or professional programs at the master's degree level as shall be approved by the North Carolina Board of Higher Education, but they do not offer graduate programs at this time. College enrollment in these seven institutions in fall 1967 totalled 7,039 students, 10.6 percent of the enrollment in the public senior institutions.

Regional universities. There are five public institutions which offer programs through the master's degree. These institutions are Appalachian State University, East Carolina University, North Carolina Agricultural and Technical State University, North Carolina College at Durham, and Western Carolina University.

Four of these institutions were designated by the 1967 General Assembly as regional universities. Under the statutes the primary purpose of each regional university is the preparation of young men and women as teachers, supervisors, and administrators for the public schools of North Carolina, including preparation for the master's degree. They may also offer instruction in the liberal arts and sciences through the master's degree, and conduct research that will increase their ability to carry out and enlarge their stated responsibilities as approved by the Board of Higher Education. Other institutions that for at least 10 years have been authorized to grant the master's degree may under the statute apply to the Board of Higher Education requesting redesignation as regional universities.

The law provides that "not later than July 1, 1972, the State Board of Higher Education...shall study the effectiveness of the regional universities and their proper future role and status in the State system of public higher education, and shall make a report to the General Assembly setting forth its findings and recommendations on that subject. The study shall include, but not be limited to, consideration of the continuation of the existing arrangements, the establishment of a single board of trustees for all regional universities, and the conversion of one or more of the regional universities into campuses of the University of North Carolina."

Most of these institutions were created initially for the primary purpose of preparing teachers for the schools and have progressed through several stages of development to become general purpose in their academic programs. Two (NCA&T and North Carolina College) have been attended traditionally by Negro students, and one (NCA&T) is the Negro land-grant university.

Each of these five institutions is governed by a 12-member board of trustees appointed by the Governor for overlapping eight-year terms. Enrollment totalled 25,280 in fall 1967, or 38.3 percent of enrollment in public senior institutions.

Consolidated University of North Carolina. The Consolidated University of North Carolina was created in 1931 by combining the University of North Carolina (Chapel Hill), North Carolina College of Agriculture and Engineering (Raleigh), and North Carolina College for Women (Greensboro) into one administrative unit with three campuses under one board of trustees. Charlotte College, a former community college which became a senior college by action of the 1963 General Assembly, became the fourth campus of the University of North Carolina on July 1, 1965, following authorization by the 1965 General Assembly. Total enrollment of the University (North Carolina State University at Raleigh, the University of North Carolina at Chapel Hill, the University of North Carolina at Charlotte, and the University of North Carolina at Greensboro) in fall 1967 was 33,825, or 51.1 percent of the enrollment in the public senior institutions.

The 1963 General Assembly stipulated that public institutions with authority to offer doctoral programs be restricted to campuses of the University of North Carolina and established procedures whereby additional campuses might be added to the University. Three units of the University offer programs at the doctor's level. The University of North Carolina at Charlotte is working toward full university status, but no programs beyond the bachelor's degree are offered at this time.

Policy for the University is determined by a Board of Trustees having 100 legislatively-elected members and several *ex officio* and honorary members. The membership must include at least 10 women at all times.

Each General Assembly elects 25 trustees for eight-year terms. The Governor serves as chairman, the State Superintendent of Public Instruction is a member _ex officio_, and all former governors serve as honorary members for life. With authority for budget approval, personnel management, and program endorsement, the Board of Trustees works through a 15-member executive committee empowered to develop policies and a number of standing committees with specific responsibilities. In November 1966 the _Commission on the Study of the Board of Trustees of the University of North Carolina_, which was authorized by the 1965 General Assembly and of which former Governor Luther Hodges was chairman, recommended that the University Board of Trustees be progressively reduced to 24 members.

II. STATE AGENCIES

Much of the control and many of the decisions concerning the development of public higher education in North Carolina are inherent in the state's budget-making process.* Biennially each state agency and each public senior college and university, after hearings before the _Advisory Budget Commission_, submits its budget request to the _Governor as Director of the Budget_.

The Advisory Budget Commission has six members: the chairmen of the House and Senate committees on Appropriations and Finance, plus two citizens appointed by the Governor for indefinite terms. Review and analysis of budget requests (operations and capital improvements) from all institutions and state agencies are responsibilities of this Commission, which may recommend increases, decreases, or deletions. For final action, the recommended budgets of the public senior educational institutions, along with those of all state agencies, are submitted to the General Assembly by the Advisory Budget Commission and the Governor, with the Governor's budget message. North Carolina is the only state in the nation in which the Governor does not have the power of veto; hence legislative action on budgetary and all other matters is final.

---

*See the _Report of the Commission on the Study of the Board of Trustees of the University of North Carolina_, 1966, pp. 29-33, for a summary statement of the budget-making process.

The Advisory Budget Commission also has other responsibilities related to institutions of higher education as well as to other state agencies. For example, the Commission, as the Board of Awards, must approve all contracts to purchase goods valued at more than $1,500. It also acts on the reallocation of funds among projects approved by the Legislature, and between sessions of the General Assembly may approve other expenditures.

The Department of Administration provides staff assistance to the Advisory Budget Commission and is the Governor's secretariat (Budget, Property Control, Purchase and Contract, General Services, etc.). Transfers among line items in institutional budgets may be made only with the approval of the Department of Administration.

There are also a number of other state agencies which have governing or line relationships to the educational institutions, or which have coordinating, advisory, or staff functions concerning them. For example, the responsibility for the approval of land purchases and for emergency appropriations from the Contingency and Emergency Fund between sessions of the General Assembly rests with the Council of State. The setting of terms of employment and compensation of those employees who are subject to the provisions of the State Personnel Act are functions of the State Personnel Department. In addition to its responsibilities with reference to the community college system, the State Board of Education, through the State Department of Public Instruction, evaluates and approves professional and academic teacher education programs in the public and private colleges and universities.

Eight programs of financial aid to college students, funded in whole or in part by state appropriations, are administered by five different state agencies: the State Department of Public Instruction (prospective teacher scholarship-loan program, training of teachers of mentally retarded children, and scholarships to physically handicapped students), the North Carolina Department of Veterans Affairs (scholarships to children of deceased or disabled war veterans), the North Carolina Medical Care Commission (scholarships to medical and paramedical students), the State Department of Mental Health (scholarships to students in certain mental health fields), and the State Board of Higher Education (the College Work-Study Program, and the State Education Assistance Authority's low-interest guaranteed student loan program).

There are a number of federal programs in higher education which must be administered at the state level. In North Carolina the administration of these programs is the responsibility of several different agencies. The Board of Higher Education, by Executive Order of the Governor, administers Community Service and Continuing Education Programs authorized under Title I of the Higher Education Act of 1965, and the program of the State Education Assistance Authority, the state agency which insures student loans under Title IV-B of the Higher Education Act of 1965.

The State Technical Services Program is administered by the Department of Administration with the operational assistance of North Carolina State

University. Certain programs (undergraduate academic facilities construction grants, equipment and minor renovation grants, and comprehensive facilities planning funds) of the Higher Education Facilities Act of 1963 are administered by the North Carolina Commission on Higher Education Facilities. Public and private two-year and senior colleges and universities are eligible to participate in all of the above-named federal programs. In addition to federal programs which must be administered at the state level, there are of course numerous other federal programs in which relationships between the institutions and federal agencies are bilateral, not involving state agencies.

Legal responsibility to "plan and promote the development of a sound, vigorous, progressive, and coordinated system of higher education in North Carolina" rests with the Board of Higher Education. The Board of Higher Education Act was enacted by the 1955 General Assembly and was amended by the 1957, 1959, and 1965 General Assemblies. The Board now consists of 15 members, nine appointed by the Governor for six-year terms and six trustees of public senior institutions appointed for two-year terms.

As mentioned above, the Governor in 1965 designated the Board of Higher Education as the state agency to administer two federal programs in higher education. It also administers the student contract program of the Southern Regional Education Board. Further, the Board administers funds appropriated to it by the 1967 General Assembly, on the recommendation of the Advisory Budget Commission, for special financial assistance to the public Negro colleges, for the College Work-Study Program, and for the establishment of offices of institutional research in all public senior colleges and universities.

In addition to the functions enumerated above, the Board of Higher Education acts on proposals for new degree programs in public senior institutions, licenses private colleges to grant degrees, carries out statewide studies and research in higher education, and serves as a major clearinghouse of information on higher education. Despite these administrative and statutory responsibilities, the Board's role is essentially advisory. It has responsibility to advise the Governor, the General Assembly, and the colleges and universities on matters related to higher education.

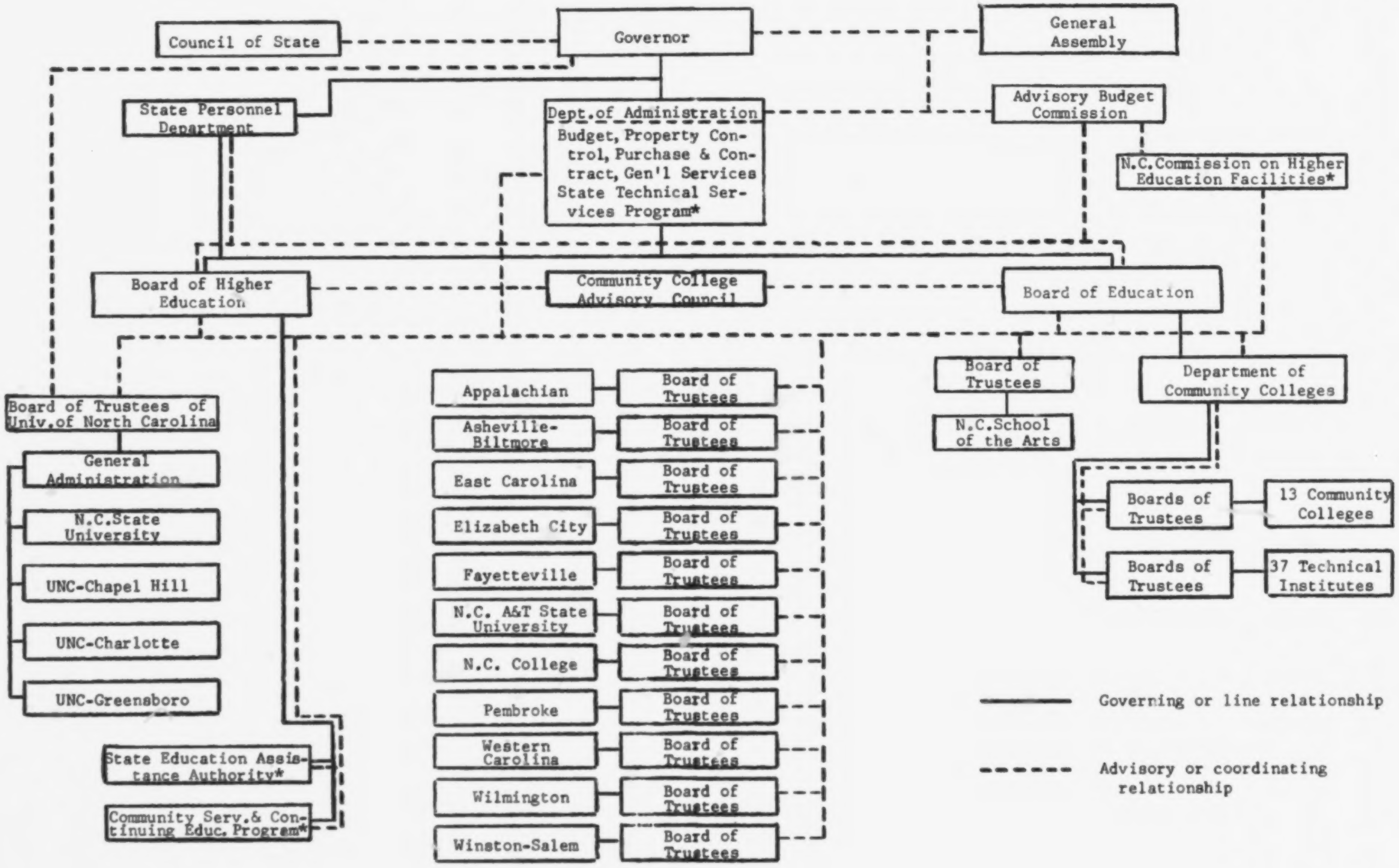
The public schools and institutions of higher education are related in a variety of ways at the state level. The Governor, for example, is chairman of the University Board of Trustees; he also appoints some or all of the members of boards of trustees of the community colleges, the State Board of Education, the senior colleges, and the Board of Higher Education. The law provides that the Board of Higher Education have a member who is also a member of the State Board of Education; and as pointed out earlier, two representatives of the Board of Higher Education are members of the Community College Advisory Council of the State Board of Education.

The 1967 enabling legislation that made possible the state's membership in the Education Commission of the States, which is concerned with all of education, also provided for the establishment of the _North Carolina Education Council_. Membership on this Council consists of the Governor and four to nine members appointed by the Governor, two members of the General Assembly selected by the respective houses; and as _ex officio_ members, the chairmen of the State Board of Education and the Board of Higher Education, the State Superintendent of Public Instruction, and the Director of Higher Education. This Council provides for the first time a statutory mechanism for bringing together those with responsibilities relating to all segments of public education in North Carolina.

It is clear from the foregoing review of institutional and state agency relationships in public higher education in North Carolina that the present system reflects uncoordinated evolutionary development over the years. The absence of agreed-upon long-term objectives and of specific plans for achieving the objectives has led to an unwieldy structure, and to confusing and in many ways ineffectual relationships among institutions, among state agencies, and between institutions and state agencies. North Carolina does not now have a coordinated system of higher education (see Figure 2).

The absence of clear lines of authority and definitions of function is understandable from an historical point of view and has not in every case been detrimental to higher education. In certain areas, however, the lack of clearly assigned authority and responsibility has been extremely damaging to higher education, as will be made clear in subsequent chapters of this report.

Figure 2. Present System of Public Higher Education in North Carolina


Council of State
Governor
General Assembly
State Personnel Department
Dept.of Administration
Budget, Property Control, Purchase & Contract, Gen'l Services State Technical Services Program*
Advisory Budget Commission
N.C.Commission on Higher Education Facilities*
Board of Higher Education
Community College Advisory Council
Board of Education
Board of Trustees of Univ.of North Carolina
General Administration
N.C.State University
UNC-Chapel Hill
UNC-Charlotte
UNC-Greensboro
State Education Assistance Authority*
Community Serv.& Continuing Educ. Program*
Appalachian
Asheville-Biltmore
East Carolina
Elizabeth City
Fayetteville
N.C. A&T State University
N.C. College
Pembroke
Western Carolina
Wilmington
Winston-Salem
Board of Trustees
Board of Trustees
N.C.School of the Arts
Department of Community Colleges
Boards of Trustees
13 Community Colleges
Boards of Trustees
37 Technical Institutes
Governing or line relationship
Advisory or coordinating relationship

* These programs are also equally related to private colleges and universities.

CHAPTER IV

ENROLLMENTS AND ADMISSIONS

Among the fundamental questions faced by institutions of higher education, and by the state in its efforts to meet the educational needs of the people, none is more basic than: Who shall be educated and in what numbers? This chapter includes enrollment projections to 1975 based upon careful analyses of demographic and enrollment trends, suggestions for the improvement of college admissions procedures, and discussion of other related matters.

I. ENROLLMENTS

One of the most dramatic changes in higher education in North Carolina, as in the United States as a whole, has been the extraordinary increase in college enrollment in recent years. Detailed analyses of this increase, as well as other information concerning college enrollment, were published in 1968 by the Board of Higher Education in a separate research report.* That study pointed out that changes in college enrollments are, to a large extent, a reflection of the growth and distribution of population, shifts in the structure and characteristics of population, and changes in fertility, mortality, and migration. The increase in the number of high school graduates and the number of entering freshmen in college which reached a peak in the mid-1960's was caused primarily by the high birth rates following World War II.

---

*College Enrollment and Projections in North Carolina, 1968, 107 pages.

Present enrollment. In fall 1967 the total enrollment in North Carolina public and private colleges and universities was 120,558. Of this total, 73,708 students or 61.1 percent were enrolled in public institutions and 46,850 or 38.9 percent in private institutions. Some general characteristics of present enrollment by public and private institutions are summarized in Table I. More than 70 percent of the total college enrollment were North Carolina residents. There was considerable difference between the public and private institutions in the ratio of in-state to out-of-state students. In the public sector, 80 percent of the students were from North Carolina and 20 percent were from other states, while 55 percent of the students in private institutions came from North Carolina and 45 percent from other states. In some private institutions more than two-thirds of the students came from other states.

Enrollment trends. At the beginning of this century North Carolina had about 5,000 college students--roughly the size of the student body at Appalachian State University in 1967. College enrollment in North Carolina increased to 32,000 in 1940 and to 47,000 in 1947. During the four-year period between 1947 and 1951, however, the number of college students declined to 41,000. Since 1951 there has been an extraordinary upsurge in college enrollment; in fall 1967 the total college enrollment in North Carolina was about three times that of 1951.

The majority of college students attended private institutions during the early part of this century. With the development of public institutions of higher education, the proportion of students enrolled in the private institutions declined to about 50 percent during the 1920's. Then for about 30 years the growth rates in both the public and private institutions

TABLE I

GENERAL CHARACTERISTICS OF COLLEGE ENROLLMENT* IN NORTH CAROLINA, FALL 1967

CHARACTERISTICS	PUBLIC INSTITUTIONS		PRIVATE INSTITUTIONS		ALL INSTITUTIONS	
	Number	Percent	Number	Percent	Number	Percent
JUNIOR AND SR. INSTI.						
Two-Year Insti.	5,579**	7.6	8,940	19.1	14,519	12.1
Sr. Institutions	68,129***	92.4	37,910****	80.9	106,039	87.9
SEX						
Men	44,389	60.2	26,443	56.4	70,832	58.8
Women	29,319	39.8	20,407	43.6	49,726	41.2
FULL-TIME & PART-TIME						
Full-Time	61,355	83.2	44,532	95.1	105,887	87.8
Part-Time	12,353	16.8	2,318	4.9	14,671	12.2
RESIDENCE STATUS						
In-State	58,840	79.8	25,803	55.1	84,643	70.2
Out-of-State	14,868	20.2	21,047	44.9	35,915	29.8
LEVEL OF INSTRUCTION						
Freshman	22,401	30.4	16,307	34.8	38,708	32.1
Sophomore	14,757	20.0	11,719	25.0	26,476	22.0
Junior	12,657	17.2	7,059	15.1	19,716	16.4
Sr. & 5th Yr.	10,453	14.2	6,110	13.0	16,563	13.7
Unclassified	3,479	4.7	1,952	4.2	5,431	4.5
Total Undergrad.	63,747	86.5	43,147	92.1	106,894	88.7
First Professional	1,081	1.5	1,858	4.0	2,939	2.4
Graduate	8,880	12.0	1,845	3.9	10,725	8.9
GRAND TOTAL	73,708	100.0	46,850	100.0	120,558	100.0

* Resident-credit enrollment only. This excludes students in extension, correspondence, adult education, auditors, short courses, and students enrolled for individual lessons only.

** College parallel programs only.

*** Including military centers.

**** Including theological seminary and Bible colleges.

were the same and the 50-50 ratio did not change until around 1958. However, since 1958 the number of students in the public institutions has increased more rapidly than in the private institutions. In fall 1967, 61.1 percent of the total college enrollment was in the public institutions as compared with 50.8 percent in 1958, a shift from the private sector of about 1 percent each year during the decade.

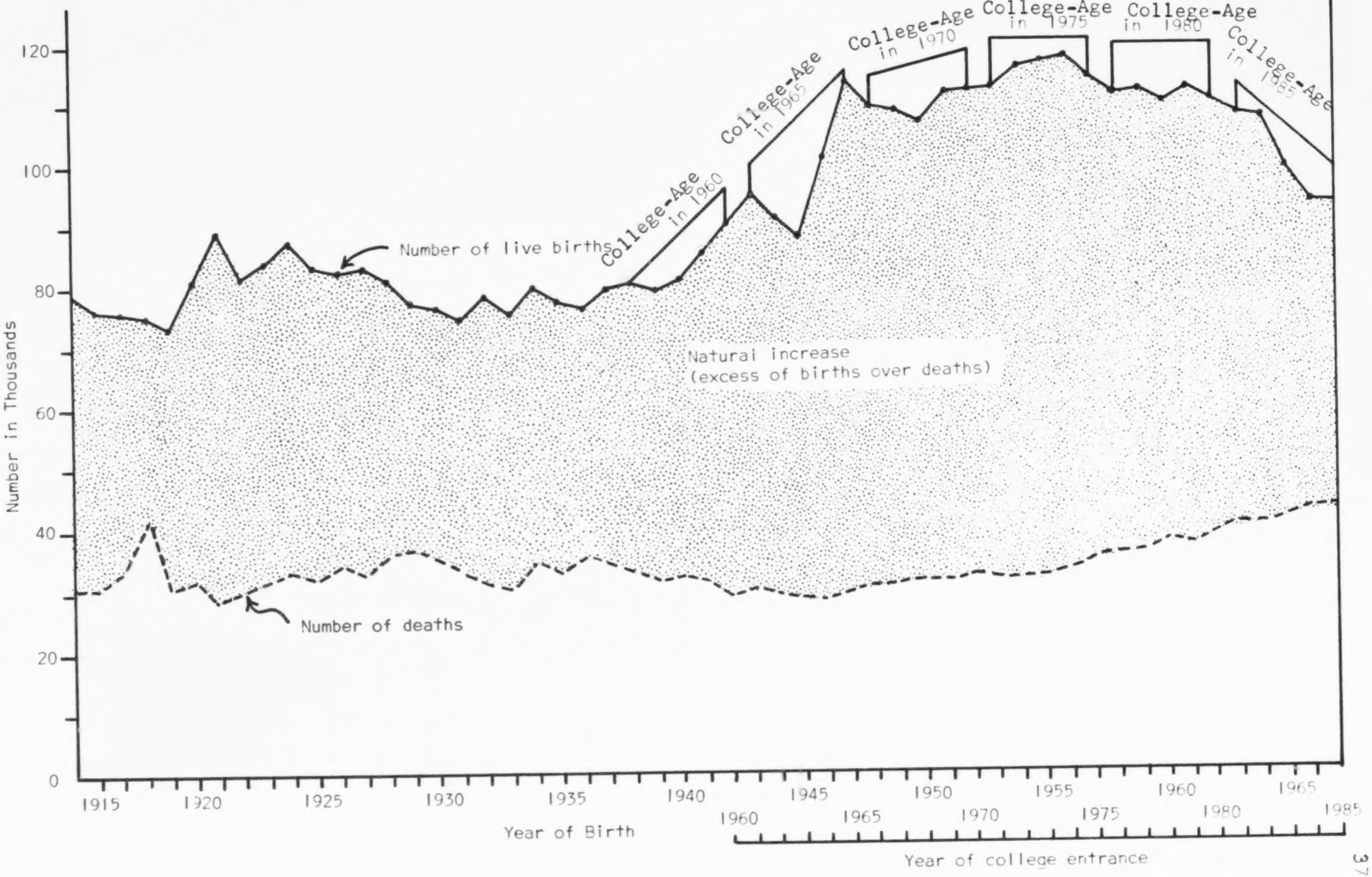
The annual rate of increase in total college enrollment reached the highest point in 1965 (12.2 percent). In 1967 the rate of increase declined to about the same level as in 1963 (6.5 percent in 1963 and 6.7 percent in 1967). This fluctuation was a reflection of the change in the number of births 18 years earlier. The number of live births reached a peak in 1947 and another peak in 1956 (see Figure 3). Since 1956 there has been a decrease in live births which will not be felt in college enrollments until at least 1975, possibly not until 1980. Even allowing for a decline in the total number of births, it is probable that increases in the college-going rate of high school graduates will result in a steady increase in college enrollment.

Projections to 1975. Although the rate of increase will be somewhat less than in the past few years, total college enrollment will rise steadily through 1975. By then there will be a probable enrollment of 162,000, approximately 42,000 or 35 percent more students than were enrolled in 1967 or the equivalent of four additional institutions the size of North Carolina State University. Of this total for 1975, we project that 107,000 students will attend public institutions and 55,000 students will be enrolled in private institutions.

These projections are based on data which are primarily statewide in nature, and on the following assumptions:

Figure 3. Natural Increase Trends, North Carolina, 1915 to 1967

Source: N.C. State Board of Health (underregistration not adjusted)



1) In making projections of high school graduates, it was assumed that the survival ratios of pupils from grades one through twelve in public schools will gradually improve and that net migration of pupils will remain more or less unchanged. The actual and projected numbers of high school graduates through 1976 are shown in Figure 4. The number of high school graduates sharply increased up to 1965, but has slightly decreased since then. It is expected that, beginning in 1969, the number of high school graduates will steadily increase at least through 1975; but the rate of increase will be much lower than that of the early 1960's.

2) It was assumed that there will be an annual increase of 1 percent in the percentage of North Carolina high school graduates going to college. The college-going rate of North Carolina high school graduates did not increase as much as expected during the past five years or so. In 1962, the Governor's Commission on Education Beyond the High School reported that the percentage of North Carolina high school graduates going directly into college was growing at a rate of about 1 percent each year--from 33.6 percent in 1958 to 36.9 percent in 1961.* If that rate of increase had continued, 43 percent of the 1967 high school graduates would have entered college in fall 1967. The actual percentage entering college was 37.3 percent in 1967 (see Figure 5). The percentage of North Carolina high school graduates going on to college therefore _increased only .4 percent between 1961 and 1967_.

3) It was assumed that the percentage of the total _enrollment in the public institutions would gradually increase from 61 percent in 1967 to 66 percent in 1975_. During the next few years there will probably be a continuation of the annual shift of 1 percent in enrollment from the private to the public institutions. It is likely that this shift will be somewhat less in later years.

4) It was assumed that admissions standards at senior institutions at least will not be lower than at present.

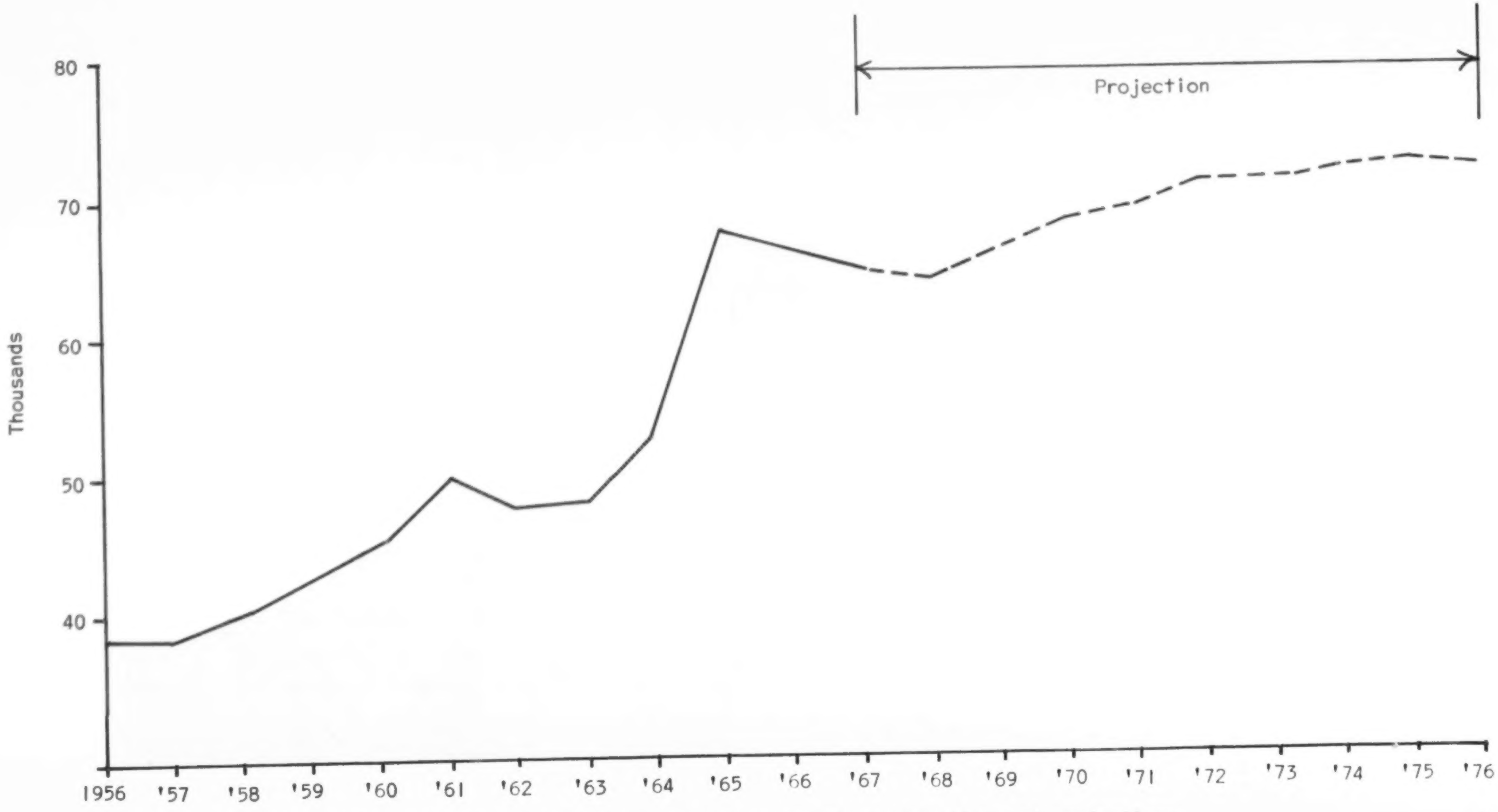
5) It was assumed that there will be no substantial increase in the percentage of out-of-state undergraduate students in the public institutions.

6) It was also implicitly assumed that there will be no major wars, recessions, or other drastic changes in the socioeconomic climate of the state.

---

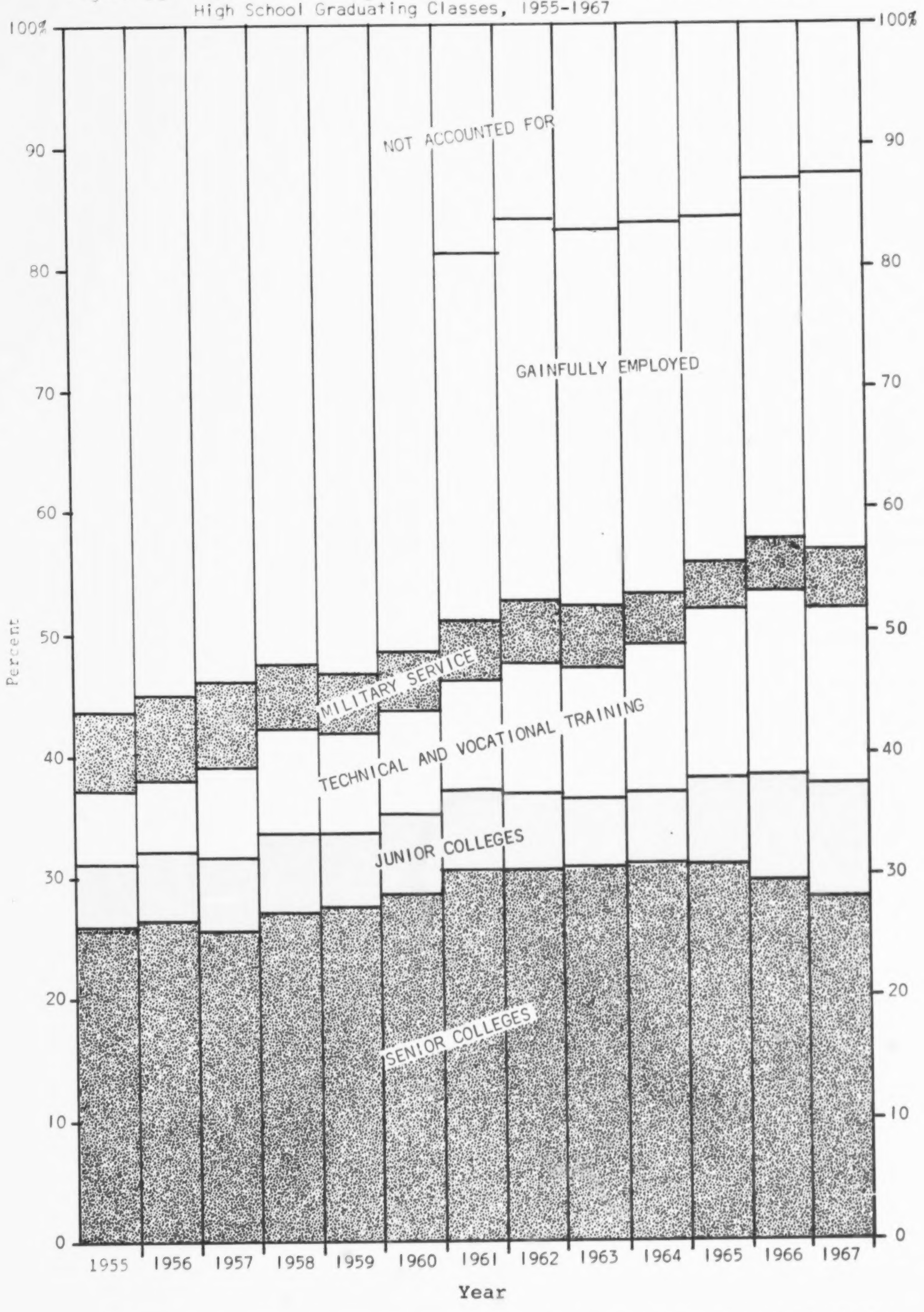
*_The Report of the Governor's Commission on Education Beyond the High School_, 1962, p. 29.

Figure 4. Trend in the Number of High School Graduates in North Carolina 1956-1967 and Projections to 1976



Source: Actual figures from N. C. Department of Public Instruction and projections were made by Board of Higher Education.

Figure 5. Trends in Post-High School Activities of North Carolina Public High School Graduating Classes, 1955-1967



Source: N. C. Dept. of Public Instruction, Follow-up Survey of H. S. Graduates

Every effort should be made to assure that high school graduates going to college be increased by 1 percent each year through 1975, an assumption that has been made in our projections. As has been pointed out, high school graduates going to college increased only .4 percent between 1961 and 1967. Our assumption that an additional 1 percent a year will go to college is a liberal estimate in the light of the experience of recent years. Yet the need for more trained manpower and the necessity for reducing the loss in human talent demand that much larger percentages of high school graduates in North Carolina continue their education. The state should take the Board's assumption of a 7 percent increase between now and 1975 as the absolute minimum objective and should do everything possible to achieve at least that goal.

The probable enrollments by type of institution through 1975 are presented in Table II. These estimates were made by extrapolating recent enrollment trends by type of institution, adjusting these trends for probable changes on the basis of the above assumptions, and evaluating institutional projections of enrollments. It is expected that in 1975 about 84 percent of all college students in North Carolina will be attending senior colleges and universities, a decrease of 4 percent from 88 percent in 1967. Conversely, the two-year institutions are expected to enroll 16 percent of the total college students, an increase of 4 percent from 12 percent in 1967. The greatest growth will take place in the public community colleges. The percent distribution of students attending private junior colleges will show no change or a slight decrease. While the percent distribution of enrollment in public senior institutions (56 percent at

TABLE II

ENROLLMENT PROJECTIONS FOR LONG-RANGE PLANNING IN NORTH CAROLINA BY TYPE OF INSTITUTION, 1967-1975

	(Actual) 1967	1968	1969	1970	1971	1972	1973	1974	1975
Number of Students									
PUBLIC INSTITUTIONS									
Senior*	68,129	71,560	74,400	77,160	79,860	83,220	86,250	89,010	91,700
Community C.**	5,579	7,000	8,500	10,000	11,300	12,500	13,500	14,500	15,500
Subtotal	73,708	78,560	82,900	87,160	91,160	95,720	99,750	103,510	107,200
PRIVATE INSTITUTIONS									
Senior***	37,910	38,670	39,440	40,230	41,030	41,860	42,720	43,600	44,690
Junior	8,940	9,130	9,320	9,500	9,690	9,880	10,080	10,300	10,550
Subtotal	46,850	47,800	48,760	49,730	50,720	51,740	52,800	53,900	55,240
ALL INSTITUTIONS									
Senior	106,039	110,230	113,840	117,390	120,890	125,080	128,970	132,610	136,390
Junior	14,519	16,130	17,820	19,500	20,990	22,380	23,580	24,800	26,050
GRAND TOTAL	120,558	126,360	131,660	136,890	141,880	147,460	152,550	157,410	162,440
Percent Distributions									
PUBLIC INSTITUTIONS									
Senior*	56.5	56.6	56.5	56.4	56.3	56.4	56.5	56.5	56.4
Community C.**	4.6	5.6	6.5	7.3	7.9	8.5	8.9	9.3	9.6
Subtotal	61.1	62.2	63.0	63.7	64.2	64.9	65.4	65.8	66.0
PRIVATE INSTITUTIONS									
Senior***	31.4	30.6	30.0	29.4	28.9	28.4	28.0	27.7	27.5
Junior	7.5	7.2	7.0	6.9	6.9	6.7	6.6	6.5	6.5
Subtotal	38.9	37.8	37.0	36.3	35.8	35.1	34.6	34.2	34.0
ALL INSTITUTIONS									
Senior	87.9	87.2	85.4	85.8	85.2	84.8	84.5	84.2	83.9
Junior	12.1	12.8	13.5	14.2	14.8	15.2	15.5	15.8	16.1
GRAND TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

---

* Including military centers.

** College parallel programs only.

*** Including theological seminary and Bible colleges.

present) will show no appreciable change, the private senior institutions' share will probably decrease from 31 percent in 1967 to 27 percent in 1975.

Evaluation of institutional projections. The sum of pooled projections made by institutions is usually higher than the statewide projections made by a central agency. This discrepancy may be accounted for by the fact that institutional projections usually do not take into consideration state-wide enrollment trends and the college-going rate of high school graduates. Institutional projections, even when based on available demographic data, reflect institutional aspirations without taking into account the plans and aspirations of other institutions, public and private. For these reasons, *policy decisions concerning future enrollments of specific public institutions should be based on statewide projections*.

The total of pooled projections of separate institutions for 1975 exceeds the projected statewide demand by approximately 20,000 students. The over-projection at private instituions is of minor concern since they could enroll more out-of-state students than the trended estimates, should they choose to do so. However, over-projections at public institutions are of major concern. The enrollments which the public institutions have projected will occur only if

1) they decide to educate a much larger number of out-of-state students;

2) they enroll a disproportionate number of students who otherwise would have attended private institutions;

3) they lower admissions standards from present levels; or

4) a larger percentage of high school graduates attend college than has been projected.

The first three of the above situations can occur only if public policy, in funding future enrollments in public institutions, should choose to ignore the statewide enrollment projections reported here and the assumptions on which they are based.

A recent study* conducted by the Board of Higher Education revealed that there was considerable overlap in student applications among certain senior institutions, public and private. At some institutions the overlap in applications reached as high as 89 percent in 1967, excluding out-of-state applicants. This fact implies, among other things, that admissions policies and decisions at low tuition institutions may directly affect the student demand at institutions having higher tuition. In other words, if they were funded so as to permit them to do so, public senior institutions could easily absorb many students who otherwise would attend private institutions.

We therefore recommend that it be state policy that future enrollments of specific public senior institutions be based on statewide projections. If the public institutions grow as they themselves have projected, they will have approximately 74 percent of the total enrollment by 1975, instead of 66 percent as assumed in the statewide projections presented in this report.

We further recommend that state policy be established to distribute the public enrollment pool among specific institutions in such a way as to assure that optimum use be made of existing resources.

Plans for a computer-based "total information system" in higher education. The projections presented here indicate the most probable results based on all available evidence, and are subject to periodic revision as additional variables become known. The plan to develop a computer-based "total information system" in higher education, discussed in more detail elsewhere in this report, will make it possible to develop enrollment projections more rapidly and efficiently. Such a system will permit the introduction of additional variables and the testing of additional assumptions through the utilization of a model for simulation analysis.

---

*Overlap in Student Admissions Among North Carolina Colleges and Universities, Fall 1967, N. C. Board of Higher Education unpublished research report.

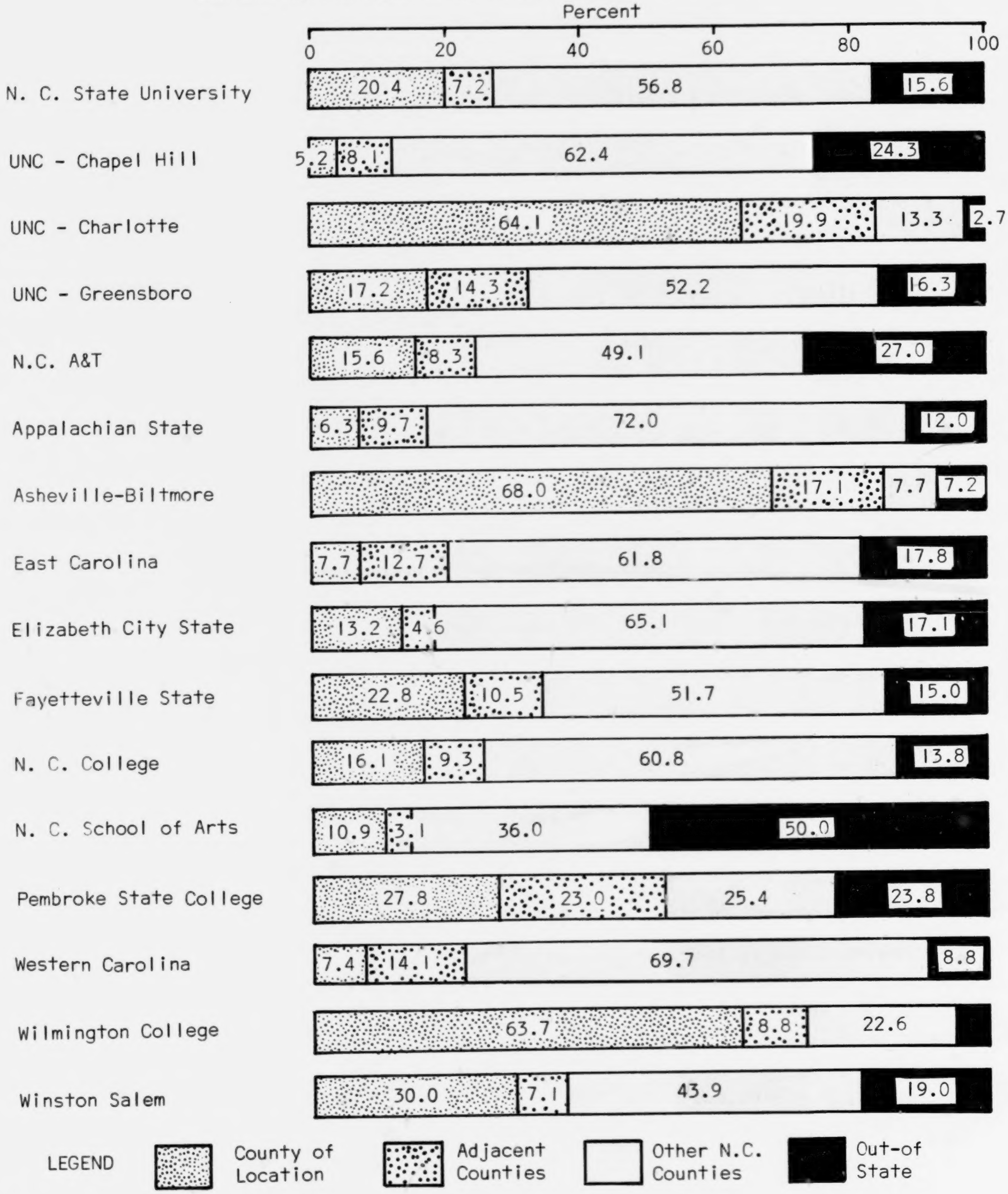
Migration of students. An analysis of the geographic origins of undergraduate students in the 16 public senior institutions is graphically presented in Figure 6. Migration of students within the state, and into or out of North Carolina, to attend college is common. It reflects students' preferences for institutions, programs, and geographic locations, as well as relative costs of attendance and required admission standards. The needs of students can be met most economically when they are able to attend an institution which can offer the education desired in proximity to their homes. From an educational point of view, however, migration of students within the state is not undesirable.

Similarly, interstate migration of students is desirable to a certain extent. At present North Carolina imports more students from other states than it exports. However, the total import of out-of-state students* into North Carolina public institutions and the total export of North Carolina students to both public and private colleges in other states are roughly in balance. The major stream of student migration into North Carolina is from such Atlantic coast states to the north as Virginia, New Jersey, New York,and Pennsylvania. A minor stream is from southern Atlantic coast states, primarily South Carolina.

---

*For the definition of out-of-state students in North Carolina public colleges and universities, see Appendix T.

Figure 6. Geographic Origin of Undergraduate Students in Public Senior Institutions in North Carolina, Fall 1967



It is expected that there will be no appreciable change in interstate migration patterns of college students in the near future. The proportion of out-of-state students will continue to increase at most of the private institutions. Since 1960 the number of North Carolina students attending private institutions in the state has been stabilized at about 26,000. The increase of enrollment in private institutions has been and will probably continue to be largely dependent on migration of students from other states.

Migration is selective. Certain types of students are more likely to migrate than are others. For any given state of origin, some students who leave are responding primarily to "plus" factors in the destination state and therefore tend to be positively selected, while others are responding to "minus" factors and therefore tend to be negatively selected. If test scores of all migrant students from any state of origin were plotted, it would be expected that the results would reflect large proportions of both excellent and poor students. The attractiveness of North Carolina as a target state for student migration is primarily the result of either positive or negative factors: either high or low admissions standards or high or low student costs. Admissions standards and tuition should be such that, insofar as possible, out-of-state students not be attracted to North Carolina public institutions for negative reasons.

We therefore recommend that all public senior institutions in North Carolina maintain higher admissions standards for out-of-state students than for in-state students, and that each institution further increase tuition differentials between in-state and out-of-state students. Specific recommendations concerning out-of-state tuition are contained in Chapter XIV.

Between 1966 and 1967 the proportion of out-of-state entering freshmen at public senior institutions increased from 16.5 percent to 18.4 percent. In these institutions, 17.2 percent of undergraduate students were from other states in 1967. The enrollment projections reported here were based on the assumption that the proportion of out-of-state undergraduate enrollment in public senior institutions will not substantially increase from the present level.

Quotas for out-of-state students. Two national surveys conducted by the Board of Higher Education revealed 1) that approximately a half dozen states impose statewide quotas on out-of-state undergraduate students, and 2) that almost a third of 66 colleges and universities surveyed over the nation indicated that institutional quotas were in effect. These institutional quotas range from a low of 7 percent to a high of 30 percent of entering freshmen with the mean being approximately 21 percent. In most cases these quotas, administered by the institutional admissions offices, are controlled by requiring higher pre-college academic performance and/or higher admissions test scores. Admissions officers are often flexible in imposing quotas.

Educators generally agree that students from different geographical and cultural backgrounds improve the intellectual climate of an institution and therefore are an asset to the process of education. Most out-of-state students who remain in the state after graduation add professional skills that are needed, contribute to the improvement of the cultural and social environment, and soon repay through taxes any costs of their education which may have been subsidized by the state.

We believe, however, that at a public senior college or university it is appropriate to place some limitation on the enrollment of undergraduate students from other states.

We therefore recommend that each public senior institution of higher education adopt admissions policies which will limit out-of-state undergraduate student enrollment to not more than 20 percent of total undergraduate enrollment. Out-of-state enrollment of undergraduate students of about 20 percent is roughly equivalent to the typical situation which obtains throughout the nation.

We further recommend that graduate and professional students be excluded from any quotas established for out-of-state students.

Attrition of students. The Board of Higher Education has thoroughly reviewed the literature on college and university attrition. As used here, attrition refers to students who enter a college program but who, for whatever reason, do not complete their program or graduate. While a tremendous amount of attention has been given to this problem, most data are limited in scope and applicability. No recent national study is available, and no broadly based study of attrition has been conducted in North Carolina. Although some recent regional studies have indicated that dropout rates in college are not as high as earlier had been believed, the best data available suggest that in the nation only slightly more than half of those who enter as college freshmen ultimately graduate.

While no one would expect that all who enter college should ultimately graduate, it is obvious that losing nearly half of those who were sufficiently motivated to begin an educational program represents a waste of both human and material resources. We believe, however, that the perpetuation of the "baccalaureate myth" that only a traditional four-year college education is worthy of respect, when there is clear need for differentiated educational programs, is a public disservice. The present compulsion of the public for "all or nothing" in education stems from the apparent inability of our society to distinguish a degree from an education.

We recommend that the technical institutes, the public and private colleges and universities, the State Department of Community Colleges, the State Department of Public Instruction, the State Board of Education, and the Board of Higher Education join forces in a major statewide effort to reduce attrition and salvage dropouts at all levels. Without active support of the institutions and state agencies concerned, it is doubtful that sufficient resources can be marshaled to accomplish a reduction in the loss of talent through attrition in high school and in post-high school institutions.

We further recommend that, to this end, a statewide longitudinal attrition study be initiated, which would provide valuable data on when and under what circumstances career decisions are made. Such a study would follow students for a span of six to eight years, from the twelfth grade through and shortly beyond their college years.

II. ADMISSIONS

Access to the system of higher education should be open to all. It is public policy in North Carolina for each high school graduate to have an opportunity for education beyond the high school, appropriate to his ambitions, abilities, and interests. No one should be deprived of an opportunity for full educational development.

"Open door" institutions. The community college system (technical institutes and community colleges) is perhaps the outstanding recent development in higher education in North Carolina. Institutions in that system provide the opportunity for any student, regardless of his previous education, to progress as far as his ability and motivation will carry him. The institutions in the community college system have been and should continue to be "open door," available to any North Carolina citizen regardless of his ability. Once admitted, he should be placed in the curriculum best suited to his aptitudes, level of preparation, and motivation.*

Fundamental to the role of the community college is the concept that a student should have an opportunity to advance within the total system of higher education. The community college closes a former gap in educational opportunity and, for the first time, truly makes it possible for every person "to burgeon out all that is within him."

The mere fact that the door to the technical institute or community college is "open" is, of course, not enough. Statistics demonstrate clearly that large numbers of high school graduates who have ability to continue their formal education are not doing so. The explanation is often lack of motivation or the inability of a student from a culturally deprived background to visualize himself in a college environment. Frequently there is great financial need. Sometimes the student has had such inadequate high school preparation that further formal education appears to him to be an insuperable obstacle. Whatever the reason, all of our institutions, and particularly the institutions in the community college system, have a responsibility actively to search out, recruit, and assist where necessary, all who can benefit from the post-high school opportunities that are available to them.

---

*See The Comprehensive Community College System in North Carolina, 1968, pp. 3-4, for an excellent statement of the philosophy of "open door" institutions by W. Dallas Herring, Chairman of the State Board of Education, and for a policy statement on the "open door" role of these institutions by the State Board of Education.

The 1963 General Assembly, in providing for the establishment of a statewide community college system (G.S. 115A-1), made it clear that these institutions are intended to continue to be two-year colleges and will not be expanded to baccalaureate institutions. The State Board of Education on January 5, 1967, adopted a policy concerning this matter which stated that the "unique role" of institutions in the community college system

> ...is fundamentally different from the more selective role traditionally assigned to four year colleges and universities. Because of this, for a community college to aspire to become a four year college would not represent normal growth, but would destroy the community college role and replace it with an entirely different type of institution.
>
> The State Board of Education is completely committed to maintaining the unique, comprehensive role of the institutions in the Community College System, and is opposed to any consideration of a community college as an embryonic four year college.

We concur in and strongly endorse this policy of the State Board of Education.

Today 13 community colleges (which offer in addition to college parallel programs the same courses offered by technical institutes) and 37 technical institutes are accessible to 97 percent of the state's high school graduates. An institution is considered accessible if it is located within a radius of 30 miles of the prospective student. This leaves only 3 percent of the state's high school graduates beyond reasonable commuting distance from one or more units of the community college system.

It is important to note that, while college parallel courses are available in the 13 community colleges within reasonable commuting distance for only 55 percent of the state's high school graduates, every institution in the community college system does or can offer courses which are the equivalent of college preparatory programs, designed to help students make up their educational deficiences. The student who fails to qualify for admission to a senior college can still go to a community college or technical institute and obtain pre-college work which will, if successfully completed, enable him to qualify for admission or transfer to one of the other institutions of higher education, public or private. In addition, vocational and technical programs suited to individual ability and motivation are available in all institutions in the community college system.

If the underqualified high school graduate is to be required to achieve additional competence before gaining admission to a college program, he must have an opportunity to do this college preparatory work in the community college system. Admissions standards at the state's residential colleges can be raised to acceptable minimums only as rapidly as opportunities are opened to students in the community college system. For these and other reasons, it is imperative that the educational programs of the two-year and senior colleges be fully coordinated.

Selective admission to senior colleges and universities. Prior to the establishment of the community college system with its "open door" admissions policy,under which a student is placed at the level for which he is prepared, there may have been some justification for low admissions standards in the public senior institutions. Now, however, a student with doubtful preparation or ability can transfer to a senior college after an acceptable academic base has been established at a community college.

The concern that North Carolina public senior colleges and universities with selective admissions requirements will ignore the so-called "average" student is therefore without foundation.

It is important to ask whether the existing minimum standards for admission in public senior institutions are adequate. We believe that, with the "open door" admissions policy of the community college system, admissions standards at some state-supported institutions are below the minimum which should be required for admission of students who expect to earn baccalaureate degrees in senior colleges or universities. The continued retention of low admissions standards results in less than optimum use of the state's resources in higher education.

Admission to institutions of higher education is based upon a combination of factors which include the applicant's aptitude test scores, high school grades, and rank in class, among others. One commonly used standardized aptitude test is the Scholastic Aptitude Test (SAT) of the College Entrance Examination Board. High school grades, rank in class, and aptitude test scores are all helpful in predicting academic success of individual students and should be part of any admissions procedure.

While available tests have proven their value over the years in improving prediction of academic success, the need for flexibility in their use and interpretation is readily acknowledged by all measurement experts. Such tests tend to be less helpful when used with students who come from minority groups whose previous education and experience have not been in the mainstream of American middle-class society. There is a particular need for better ways to appraise the likely success of these students through the evaluation of such factors as motivation, perseverance, adaptability, resilience, and creativity. Better measurements of such non-cognitive characteristics, when coupled with other available measures of academic aptitude, would significantly increase the accuracy of predictions of college success. In universities and research organizations over the nation attempts are being made to devise means of measuring such characteristics and to determine their relevance to success in college.*

Facilitating the admissions process. The Board of Higher Education in the past two years has made two important studies relating to the admissions process in both the public and private colleges. One of these has been a study of the extent to which available spaces for students have been filled by each of the colleges and universities at critical points during the admissions season (March through July). Information concerning available spaces has been widely distributed by the Board through counselors, colleges, and the news media.

While some institutions fill their enrollments early in the season, this study has revealed that, in the aggregate over the state, additional students could have been enrolled. The problem, of course, is that the students do not always apply where the vacancies exist. The relationship between an applicant and an institution is essentially and rightly an individual one, but much remains unknown about how students choose institutions or make career decisions. Answers to questions such as these should be aggressively sought.

The other Board study in this area, dealing with multiple applications for admission, was mentioned earlier in this chapter. Fifty-five of the

---

*The above discussion of the "open door" community college system and of selective admission to senior colleges and universities has been adapted from the Board of Higher Education Interim Report and Recommendations, March 1967, pp 13-22.

71 colleges and universities in the state participated in this study. A major finding was that the typical North Carolina 1967 high school graduate who applied for admission filed approximately 1.5 applications. However, the extent of overlap in applications among several sub-groups of institutions was considerably greater. Other important findings were that approximately 97 percent of the North Carolina applicants were offered admission by at least one of the participating colleges, and that 90 percent of these candidates actually enrolled.

The primary purpose of the Board in undertaking this study was to ascertain if the overlap in applications for admission was sufficient to justify the creation of a central admissions clearinghouse. The study has clearly indicated that such a clearinghouse is not needed, if it were to be established only for this purpose.

The space availability studies, however, have revealed the need for more assistance to students, parents, and counselors in identifying available educational opportunities. Multiple applications sometimes result from the individual student's assessment of his chances of being accepted at a particular college. His ability to make valid decisions about where to apply is often handicapped because of insufficient information provided by colleges.

Further, the fact that many capable North Carolina high school graduates do not go to college suggests that special efforts should be made by the state to attract more of these students and to do a more effective job of matching them with the various types of post-high school opportunities and institutions. At the same time there is great need for institutional admissions and retention standards to be published and to be widely distributed, in order to assist prospective students in making intelligent decisions concerning their educational and career plans.

We therefore recommend that the organizations and agencies concerned (the Board of Higher Education, the State Department of Community Colleges, the North Carolina Association of Collegiate Registrars and Admissions Officers, the North Carolina Association of Junior Colleges, and the North Carolina Association of Colleges and Universities) join forces to explore the feasibility of establishing an Educational Opportunities Information Center.

The basic purpose of this Center would be to assist in putting high school students who desire to continue their education in touch with institutions that are seeking students. Such a Center would be an information service only. As stated earlier, it remains the province of each institution to determine whom it shall admit. No admissions decisions would be made by the Center. It would be desirable for the Center to include in its activities and concerns the junior high school grades as well as the senior high schools. If the creation of an Educational Opportunities Information Center should result in a higher percentage of North Carolina high school graduates continuing their education, it would more than justify the cost.

Transfer students. Approximately 5,300 students transferred to North Carolina senior institutions in fall 1967. More than one-third of the transfers were from out-of-state institutions and the remainder from North Carolina institutions. About half of the transfers from North Carolina colleges and universities were from two-year colleges, and the other half were from senior institutions. However, the total transfers from all senior institutions actually comprised nearly two-thirds of the total transfers, since the majority of transfers from other states were also from senior institutions. The number of transfers from North Carolina community colleges to the senior institutions more than doubled between 1966 and 1967. These community colleges are relatively new, and as they grow the number of their graduates who will transfer to senior colleges to continue their education is expected to increase dramatically.

Students who seek to transfer from one college to another often encounter problems which cause them to lose course credits and time. In many instances these problems are created by the students themselves who change their educational goals or select programs or colleges for which they are not fully qualified. Often, however, the problems are due to variations in admissions procedures and general education requirements among the colleges and universities. A 1963 committee of the North Carolina Association of Colleges and Universities concluded that the lack of consensus among colleges about general education and transfer procedures was "sufficiently great to cause prospective transfer students serious difficulties and, therefore, to justify a serious effort to bring some degree of standardization into them." The committee recommended "eliminating unnecessary variability in policies and procedures for handling of students transferring."

Two-year colleges will increasingly form the broad base of higher education as enrollments climb in years ahead. This development will accentuate the need for a commonly acceptable program of general education in the first two years, which will reduce the likelihood of loss of credits or time when a student transfers at the end of his sophomore year.

To deal with transfer questions, especially the development of a commonly acceptable general education program, a Joint Committee on College Transfer Students was created in January 1965 by the North Carolina Association of Colleges and Universities, the State Board of Education, the North Carolina Association of Junior Colleges, and the State Board of Higher Education.

The Joint Committee in 1966 initiated a statewide study of articulation between two-year and senior institutions. The study was done by nine subcommittees, consisting of over 800 North Carolina educators from junior and senior colleges. Suggestions that would result in better articulation were developed in the following eight areas: *admissions*, *biological sciences*, *English*, *foreign languages*, *humanities*, *mathematics*, *physical sciences*, and *social sciences*. Drafts of study reports by the subcommittees were reviewed by approximately 1,000 other educators on college campuses across the state and were discussed and refined in conferences sponsored by the Joint Committee. The recommended articulation guidelines, representing a major achievement in academic cooperation, were published by the Board of Higher Education in December 1967, after approval by the Joint Committee on College Transfer Students.

The suggested policies concerning the admission of transfer students in senior colleges are as follows:

> 1) Performance in a junior college transfer program is the best single predictor of success in a four-year institution and therefore should count most heavily in the admissions decision.
>
> a) Junior college students who are ineligible to enter a four-year institution at the freshman level because of poor high school records should not be denied admission as transfer students on these grounds. It is recommended that the original college consider use

of standardized tests, given at end of the third or beginning of the fourth semester or sixth quarter, to guide those students seeking entrance to another institution.

b) Aptitude and achievement test scores may be useful to counselors as supplementary information in assisting junior college students to make wise decisions about transfer. However, applicants who qualify for transfer on the basis of their grades in junior college should not be denied admission solely on the basis of test scores.

c) Except in unusual circumstances, students entering two-year institutions should complete their program at the original institution.

2) Senior colleges should consider all grades earned by the prospective transfer. Acceptance or rejection of courses passed with a grade of "D" should be at the discretion of the receiving institution. Transfers from junior or senior colleges should be able to transfer at least one-half the hours required for graduation.

3) Students with satisfactory records seeking to transfer from institutions not accredited should be accepted provisionally by the senior institution pending satisfactory completion of at least one full semester's work.

4) Colleges and universities with varied policies in regard to admissions clearances and required deposits should adopt a uniform policy. Admission notices should be mailed as students' records are cleared and no deposits should be required prior to April 1.

We concur in the above recommendations of the Joint Committee on College Transfer Students with reference to admissions policies, and in its **other recommendations** concerning general education programs in the several academic disciplines, all of which are set forth in Appendix J.

CHAPTER V

INSTITUTIONAL POLICY AND ADMINISTRATION

Final authority and responsibility for policy-making and internal management in an institution of higher education rest with the board of trustees. The responsibility to carry out policy is that of the chief administrative officer and his associates. Members of the faculty have an important role especially with reference to the curriculum and other academic affairs. Students, for whose benefit colleges and universities primarily exist, likewise have contributions to make particularly in matters affecting the curriculum and their own lives as students.

It is imperative that each institution develop the most effective democratic system of campus government. To this end, it is important that ways and means be devised of assuring the genuine involvement of all concerned parties--the governing board, administration, faculty, and students. The purposes of institutions of higher education, and of the society which supports them, are best served in an atmosphere of understanding and cooperation, based upon a sharing of ideas and responsibilities for decisions. This chapter will include a discussion of the appropriate roles of these groups in matters related to the governance and administration of colleges and universities.

Much of the discussion in this chapter is applicable, not to North Carolina public senior institutions alone, but to private and public institutions in North Carolina and in other states as well. Some of what follows may seem an obvious delineation of responsibilities of the various groups that make up the academic community. Experience has indicated, however, that there is considerable confusion and misunderstanding on many of these rather basic matters.

I. DUTIES AND RESPONSIBILITIES OF TRUSTEES*

The trustees of a college or university, acting under statutory authority in the case of public institutions and under the authority of the charter in the case of private institutions, have the ultimate responsibility for the institution. They must assure that the institution is properly performing its mission, that its standards are high, and that its faculty and facilities are, insofar as possible, adequate to the assigned tasks. They must concern themselves with whether or not the various groups within the institution--the administration, the faculty, and the students--are working harmoniously together and see that policies and procedures exist through which the voice of each group can be heard on the issues that particularly affect that group. Further, at a time when knowledge is growing and the skills needed are changing rapidly, the trustees are responsible for assuring that the institution is at all times focusing on the real needs of individuals and of society. Never has it been more important that trustees have a clear understanding of their duties and responsibilities and that they keep abreast of changes in higher education and in society at large.

General responsibilities of trustees. The first responsibility of trustees is to understand the purpose for which the educational institution exists and to do everything possible to safeguard and achieve that purpose. In the final analysis, an institution's effectiveness should be measured by its ability to carry out its defined functions.

---

*This section is adapted from a Board of Higher Education study, The Role of the Trustee in Higher Education (in draft), made with the assistance of Ben C. Fisher. We have also relied in part upon a Board of Higher Education survey of trustees in North Carolina public and private institutions conducted under contract with the Educational Testing Service, with the assistance of J. A. Davis. (See Appendix P).

In order to implement the purpose of the institution, the trustees must establish broad policies dealing with many complex areas. The policies may, for example, pertain to faculty, students, curriculum, the library, the alumni organization, visiting speakers, the placement service, or fraternities and sororities. Policies, once adopted, should be recorded and made available to all.

Many educators have said that the most important function a board of trustees ever performs is that of selecting a president. In American higher education the role of the chief executive is such that success or failure of the institution will depend, to a large degree, upon the quality and integrity of presidential leadership. In selecting a president, the trustees must set criteria which are fitted to the present and future needs of the institution in an effort "to match the man and the moment." Further, it is important that in selecting a president the trustees seek advice from other concerned groups, rather than act in isolation.

Long-range planning is a major responsibility of trusteeship. The trustees must establish long-range goals which are consistent with the purpose of the institution, must set realistic priorities, match resources with needs, and adopt a timetable for achieving the goals.

The trustees also have an obligation to serve on occasion as a court of last resort. Sometimes problems arise which cannot be resolved through regular administrative channels. These problems may involve faculty, students, non-academic personnel, alumni, or the general public. Before hearing complaints, the trustees should be certain that redress of grievance has been pursued through the established channels; if this has been done, the trustees must afford a speedy and full hearing.

Financial responsibilities of trustees. One of the principal responsibilities of trustees is the establishment of sound policies concerning the management and utilization of all the property of the institution. The property includes, not only buildings and equipment, but also current funds, capital funds, and funds for scholarships, endowments, or other special purposes. Policies on fiscal matters should include the borrowing of money and the conditions under which various types of gifts and bequests will be accepted. The trustees must see to it that up-to-date management and accounting methods are used in the institution and that all the business operations of the institution are competently handled. It has been suggested that colleges and universities could substantially increase their annual earnings from investments through wiser handling of funds.

Further, the trustees have an obligation to review the budget, to make certain that it is balanced and, above all, to see that it accurately reflects the educational objectives of the institution. The trustees should regularly receive financial statements on all operations.

In recent years trustees have come to assume a more important role in securing resources for their institution. Since World War II private institutions have had access to increasing amounts of tax money, and at the same time public institutions have been turning more and more to private sources to supplement legislative appropriations.

Orientation of trustees. The orientation of trustees is a continuing process. Efforts to orient trustees at regular board meetings have not proved too successful. Either insufficient time is given and the subject matter is treated superficially, or board meetings are extended beyond reasonable and optimum time limits. While some orientation could well be included in all general board sessions, separate conferences, weekend retreats, and special days and seminars have proved more effective in acquainting the trustees with their duties and responsibilities. The person primarily responsible for the orientation of trustees through the provision of accurate, comprehensive, and up-to-date information is the president.

The New York State Regents Advisory Committee on Educational Leadership (1966) recommended that orientation programs for trustees should include at least discussions of institutional history and purposes, discussions of trustee responsibilities, and conferences with the president and selected staff and faculty members on the programs of the institution.

There is recent evidence in both the public and private institutions in North Carolina that many trustees do not fully understand or appreciate the need for, and processes of, accreditation. A proper orientation program would make it possible for trustees to discuss accreditation with a variety of publics and vigorously to defend it if necessary.

Moreover, there is need for better understanding on the part of trustees at public senior colleges and universities of the statutory provisions concerning public higher education in North Carolina. Just as trustees of a private institution have obligations, not only to their college or university but also to a larger constituency, so too do public college trustees have similar obligations to their own institution and also to a larger constituency. They have a responsibility to the

Legislature and to the people of the state to help develop a balanced and effective statewide system of higher education.

We recommend:

1) that each college and university give continuing attention to both formal and informal orientation of all trustees, not limited to those who have been recently appointed or elected; and

2) that each institution put in writing the duties and responsibilities of its trustees, as set forth in the statutes or the charter and as supplemented by actions of the trustees themselves, and make copies available to each current and prospective member of the board.

The trustees and the president. While the board of trustees determines policy, it looks to the president and his staff for guidance in policy formulation. After policies have been approved by the board, they should be administered by the president. Trustees are policy-making, not administrative, bodies.

The president, moreover, should be the spokesman of the institution to the board of trustees, and it is most important that he not be bypassed, either carelessly or deliberately. Furthermore, the president, in carrying out policies determined by the board, will often be subjected to unjustified criticism both from within and from without the institution. In such instances he should have the immediate and unqualified support of his trustees.

The president, on the other hand, owes to the trustees a clear-cut view of institutional operations, carefully planned board and committee meetings with advance information about the agenda, regular financial statements, aggressive leadership in long-range planning and in problem-solving, and promptness and integrity in reporting the bad news as well as the good.

The trustees and the faculty. Trustees have a legal and moral responsibility for the kind and quality of education offered by their institution. They must judge the quality of the program and insist upon high academic standards. In order to perform this duty adequately, the individual trustee needs to read as widely as possible in the general field of higher education. In particular, he needs to be thoroughly familiar with the standards of the regional accrediting association (The Southern Association of Colleges and Schools).

Trustees also have a responsibility for assuring that the atmosphere of the institution is conducive to productive scholarship. This means that trustees must be concerned about such matters as adequate living accommodations, adequate libraries, health and recreational facilities, and faculty workload. It is easy for trustees to become so involved with buildings, finance, and the mechanics of institutional operation that people are forgotten. Trustees need to make certain that the institutional climate is such that all groups on the campus, including the students, have an opportunity to participate in the affairs of the institution and the assurance that their opinions will be carefully considered. Another duty of trustees is that of protecting the institution and its faculty and administrators from personal attacks and from pressure groups.

The most productive educational environment results from an effective partnership of the trustees, the administration, the faculty, and the students, and the educational aims of the college or university are best served when all groups have a clear understanding of their respective roles, both in scope and limitation. The trustees also have a responsibility to see that the relationship between the board on one hand, and the faculty and administration on the other, is not merely that of employer and employee, but rather is a creative partnership.

In the area of academic freedom, trustees have three major responsibilities: 1) to guarantee to each teacher the freedom to teach and discuss his subject in the classroom, freedom to engage in research and publication of his findings, and freedom to speak as a citizen without fear of institutional censure; 2) to provide in writing at the time of employment the frame of reference, as indicated by statute, charter, or religious aims, in which academic freedom is expected to function; and 3) to see that academic freedom always exists in the context of academic responsibility.

Closely related to academic freedom is academic tenure. Tenure, once granted, assures a teacher that he will not be dismissed except on proven charges, out of necessity in case of a financial crisis, or when an educational program is curtailed or abolished for justifiable and publicly stated reasons. Trustees need to be certain that adequate policies exist at their institutions regarding this important matter. They also have a responsibility to encourage professional improvement by the faculty through leaves of absence for study, through attendance at professional meetings, and through provision of adequate research facilities in the library or laboratory (see Chapter IX).

The trustees and the students. In Section IV of this chapter, which deals with the role of students, we shall discuss in greater detail student attitudes and shall make suggestions concerning the proper role of students in relation to the administration of an institution. All of the matters discussed there are also of concern to trustees. We shall discuss here primarily recent changes in the laws which govern student and institutional relationships.

Trustees and administrators until a few years ago seldom had their decisions challenged in court, but they must now keep the possibility of such a challenge in mind. Increasingly students are being afforded an opportunity to seek redress of grievances through the courts.

Today trustees must realize that the legal doctrine of _in loco parentis_, under which the courts have in the past taken the position that the college or university should act as a parent to the student away from home, is being seriously challenged in many places. Emphasis is being placed by the courts upon procedural due process where students have sought redress of grievances through judicial process. For the trustee and administrator this means that close attention must be given to the adoption of written, clear-cut regulations dealing with student activities, incorporated in the minutes of the board of trustees and made available to all.* Such regulations must provide procedures which are fundamentally fair. Not only are such procedures desirable in the light of the possibility of a court challenge, they are also, on their merits, right and proper.

Disruption is less likely to occur on campuses where there are regular procedures; where students know and trust these procedures; and where the college or university demonstrates by its actions that appropriate student involvement in institutional affairs is welcomed. The administration has a responsibility to correct legitimate grievances and to eliminate inequities. It may be necessary in some cases for the trustees to provide additonal resources to make innovation or needed reform possible.

---

*A recommendation concerning these matters appears on the last page of this chapter.

As distasteful as it may be, the possibility of campus disruption must be faced. The trustees' role in the event of a crisis is first of all one of patient and sympathetic support of the administration. The educational leaders are closest to the problem and should deal with it. They should be given maneuverability and should not be bypassed. If they are bypassed there is risk of undermining their authority in other important areas or in subsequent crises.

While civil authority should be used only as a last resort, it is sometimes necessary to use it decisively and without vacillation. When the regular and essential operation of the institution is threatened or the educational purpose is subverted, trustees and administrators have an obligation to maintain order and enforce discipline. An institution which by its very nature is guided by intelligence and reason cannot tolerate the substitution of violence for the power of persuasion, nor permit anarchy under the guise of dissent or civil disobedience.

The "Joint Statement on Rights and Freedoms of Students," popularly known as the "Student Bill of Rights," is a landmark document in the history of American higher education and every trustee should be familiar with it (see Appendix H). This statement is the result of a joint effort by 10 national educational organizations and has been endorsed by a number of them including the Association of American Colleges, the American Association of University Professors, the National Student Association, and the American Association for Higher Education. The statement is concerned with six major areas: freedom of access to higher education, freedom in the classroom, student records, student affairs, off-campus freedom of students, and procedural standards in disciplinary proceedings. This Joint Statement may become as definitive concerning students as the AAUP statement on academic freedom and tenure has become for members of the faculty.

II. ADMINISTRATIVE ORGANIZATION AND RESPONSIBILITIES

The role of the administration of a college or university is to implement policies which have been adopted by the board of trustees, the legally responsible body. The chief executive officer is delegated authority and responsibility to administer and maintain programs consistent with the objectives of the institution and the policies of the trustees. It is not enough, however, for the president and other administrative officers to become only facilitators, supporters, or coordinators of the various activities of the institution; they also have a responsibility to provide educational leadership of a positive nature.

A primary purpose of administration in a college or university is to insure efficiency and economy of operation in achieving the stated goals and objectives of the institution. Administrative organization, however, cannot substitute for statesmanship in governing, leadership in administration, competence in instruction, or capacity in learners.

The president must serve as the chief coordinator of all institutional activities. Further, as the administrative head of the institution, he must lead in developing long-range plans with respect to such matters as academic programs, student services, financial needs, and institutional development. In addition, he must keep the trustees fully informed on institutional activities, progress, and prospects; recommend the budget to the trustees; prepare special reports and a comprehensive annual report; draft recommendations for the trustees concerning proposed changes in policies; make recommendations on appointments and reappointments of faculty and staff; and represent the institution with groups both on and off the campus. This list of responsibilities is by no means exhaustive, but suggests the variety of duties the president is called upon to perform.

The president delegates responsibilities and appropriate authority to subordinate staff officers. Generally, the staff members who report directly to the president are those responsible for the academic program, student personnel services, business management and operations, public affairs (development and public relations), institutional studies and research, and athletics.

Each of the four major areas of general administration (academic, business, student, and public affairs) is usually under the jurisdiction of an administrator who serves as the principal advisor in that area to the president. All matters relating to these areas should channel through one of these administrative officers. The president should, however, maintain a wide personal contact with faculty, staff, and students in order to have a broad understanding of the institution and of its strengths and weaknesses. The board of trustees should designate a vice president or dean, who may also head one of the administrative areas, to act for the president in his absence.

Special mention should be made of the administrative organization of the University of North Carolina. The duties of the president of the

University, and of the chancellors, are stated in Chapter III of The University Code, originally adopted in 1951 and most recently revised in 1965 by the University Board of Trustees. The executive leadership of each campus of the University is vested in a chancellor who is appointed by the Board of Trustees on the recommendation of the president. Each chancellor serves as the chief administrator of the institution for which he is appointed, responsible to the president. The president of the University is assisted by a general administrative staff of eight including vice presidents for academic affairs, institutional studies, university relations, business and finance, and public service programs.

The key administrative officers in all of the colleges and universities are assisted by additional supporting staff, their number and range of duties varying among the institutions. The vice president or dean of the academic program, in addition to coordinating the educational activities of all departments or schools within his institution, is responsible through subordinates for such other activities as admissions; libraries; registration, records, and scheduling; the summer session; and extension and continuing education.

The vice president or dean for student affairs usually has jurisdiction over student activities, student discipline, the counseling and testing service, the placement of graduates, the health center, student financial aid, student housing, and the student center.

The vice president for business affairs or business manager is responsible for the budgeting, accounting, and purchasing functions of the institution; and usually for the physical plant, food services, campus planning and development, non-academic personnel, campus security, student supply and book stores, the laundry, and other auxiliary enterprises.

The vice president or director of public affairs, in addition to the coordination of fund-raising activities and public relations, is responsible for alumni affairs, information services, and such special projects as may be assigned.

The number of staff members employed for these numerous functions depends on the complexity and size of the college or university. Historically, the larger institutions in North Carolina have been more adequately staffed for these purposes than have the smaller colleges. In part as a result of recent institutional long-range planning, the internal administrative structures in some institutions have been modified, and plans are under way in some others to make needed improvements. Typical of such changes have been the creation of new divisions or schools in the regional universities; the establishment of vice-chancellor positions on two campuses of the University of North Carolina; and, through the use of special funds appropriated to the Board of Higher Education by the 1967 General Assembly, the creation of such new positions as director of admissions, dean of women, and director of placement at the traditionally Negro colleges. Despite progress that has been made, additional funding to permit improvement in administrative staffing in many of the colleges is badly needed.

We recommend, because of inadequacies in administrative staffing that continue to exist, and because of inequities among comparable institutions,

1) that wide variation in administrative organization be eliminated in institutions comparable in size, academic programs, and statutory functions;

2) that certain new administrative positions be funded by the General Assembly in the smaller institutions in order to minimize the necessity of using faculty members in the performance of administrative functions on a part-time basis;

3) that funds be provided by the General Assembly to permit adequate staffing in such developing administrative areas as student financial aid and student counseling; and

4) that variations within and among institutions in salary ranges for positions with similar responsibilities be eliminated.

The staff of the Board of Higher Education plans in succeeding months to continue working with representatives of the colleges and universities and other state agencies in developing appropriate administrative models for institutions of comparable size and complexity.

III. THE ROLE OF FACULTY IN ACADEMIC GOVERNANCE*

Many institutions of higher education are experiencing growing faculty discontent arising in the main from a desire of faculty members to participate more fully in the decision-making process, especially when it affects their conditions of service and professional status.

Over the past century American institutions of higher education have generally moved toward more democratic forms of organization. It is misleading and unwise to think of a college or university as being the same as a business corporation with a board of directors (the trustees), a chief executive (the president), employees (the faculty), a purchasing public (parents), and a product (students).

---

*See Chapter IX for further discussion of faculty.

Presidents who, with their boards of trustees, at one time exercised almost unlimited power over institutional affairs are increasingly sharing that power with the faculty. The complexity of the modern college or university makes this sharing all but essential; in this way the special competence and experience of the faculty are put to work for the institution, and the faculty have the satisfaction of helping to develop their own institution and to shape their own environment. While American colleges and universities have traditionally tended to be authoritarian in their administrative organization, universities in many other parts of the world have involved faculty to a large extent in academic governance. American faculty members are aware of this tradition. At Oxford and Cambridge, for example, the tenured faculty are effectively the trustees. At other British universities no administrative head may be appointed without the endorsement of the faculty representatives on the University Council.

Despite the recent trends in America toward more faculty involvement, there remain many institutions in which faculty members are not permitted to have the role they should. It is not enough to recognize the principle that faculty should share in governance; formal structures must exist through which the faculty can participate appropriately.

There are over the nation three general types of organizations through which faculty members carry out their role in academic governance: 1) internal bodies, 2) external associations, and 3) bargaining agents.

Internal bodies. All of the public senior institutions in North Carolina have some degree of faculty participation through internal bodies. In five institutions the faculty work through senates, in two through councils, in five through committees, and in the three remaining institutions all members of the faculty serve as a committee of the whole. In the five institutions which have faculty senates, the presiding officer is selected by the senate, whereas in only one institution utilizing a general faculty organization is the presiding officer selected by the faculty. In seven cases an ex officio administrative officer serves as the chief presiding officer. North Carolina State University is the only institution in which the elected chairman of the faculty senate also serves as chairman of the general faculty. In eight of the institutions committees of the faculty may be appointed, usually by the president, whereas in four cases the committees are elected.

There is general agreement at all institutions that the purpose of faculty participation is to assist the administration in the development and implementation of institutional policies and procedures. The spirit of common endeavor is present and each recognizes the value of shared involvement.

Because North Carolina statutes give full authority to the boards of trustees of the institutions, and in certain specific matters to the presidents, faculty authority exists only as delegated authority. Examples of delegated powers are: investigating cases of misconduct of students and administering discipline; recommending candidates for honorary degrees; determining the educational policies of the institutions; prescribing requirements for admission, for academic programs, and for degrees; and formulating and adopting rules and regulations concerning fraternities, sororities, and other social organizations, musical, dramatic, and literary organizations, publications, and inter-collegiate athletics.

There is other evidence of faculty influence in policy-making. Thirteen of the institutions have at least one committee to deal with academic policy or curriculum. Other academically-related areas which benefit from faculty participation in the decision-making process include admissions in thirteen institutions, library in eleven, calendar and scheduling in five, faculty research in five, publications in three, and honors in four. Faculty status and conditions of service (appointment, promotion, rank and tenure) are areas where faculty participation is appropriate, yet only seven institutions utilize faculty participation in these areas. There are indications that faculty concern in this sphere is increasing rapidly. Nine institutions specify appeals procedures, whereas six do not except in tenure or dismissal cases.

External associations. The influence in academic governance of certain external faculty associations is growing in the state. The most active and representative professional group is the American Association of University Professors, which in February 1968 had chapters in 13 North Carolina public senior institutions. The National Education Association in December 1967 had nine local units and 198 members on campuses of public senior institutions in North Carolina.

Bargaining agents. The third general method by which faculty influence may be brought to bear is through collective bargaining. This method is not used in North Carolina inasmuch as the statutes (G.S. 95-98) make illegal any agreement between a state institution and a bargaining agent representing the employees of the institution. In some other states there is growing evidence of the use of the bargaining agent; within recent months, for example, there have been a number of instances of college or university faculty members on strike. These strikes appear to be symptomatic of general faculty unrest arising out of the belief of faculty that they are denied an adequate role in the decision-making process in their institutions.

Patterns of campus governance which will be developed in the future will be greatly influenced by the attitudes and actions of governing boards and administrators in dealing with faculty efforts to have a desirable and proper role in policy-making.

We therefore recommend:

1) that all institutions adopt the "Statement on Government of Colleges and Universities," jointly formulated and issued by the American Association of University Professors, the American Council on Education, and the Association of Governing Boards of Universities and Colleges (see Appendix I);

2) that the provisions of this Statement be applied in the institutions, and that action be taken, where this has not already been done, to develop structures which will define areas of responsibility as well as areas of influence, and that such structures be made known to all concerned; and

3) that the public colleges and universities appoint faculty advisory committees to communicate the interests and concerns of faculty members to the administrations and to the boards of trustees.

It should be noted that if faculty members are to play the role in decision-making which many of them believe they should, they must be willing to give considerable time and thought to this role. Studies indicate that many faculty members are reluctant to give the necessary time to administrative matters. A recent study of faculty attitudes at one major university reported:

> Asserting that faculty participation is essential, they placed participation at the bottom of their professional priority list and deprecated their colleagues who do participate. Reluctant to assume the burden of guiding institutional affairs, they seemed unwilling to accord others the responsibility for doing so. And while quick to assert their right to participate, they recognized less quickly the duties participation entails.
>
> Clearly, faculties cannot have it both ways....If they value their influence in institutional affairs, they must be willing to give such activity a higher priority among their interests and concerns.*

A 1967 American Association for Higher Education task force study on faculty representation and academic negotiations endorsed the principle of shared authority:

> An evaluation of the essential functions of administrators and faculty leads to the judgment that an effective system of campus governance should be built on the concept of 'shared authority' between the faculty and the administration.**

The objective of such shared authority is to develop procedures which will promote the most constructive exercise of faculty influence in those areas where faculty competence and professional judgments are relevant.

IV. STUDENT PARTICIPATION IN CAMPUS GOVERNMENT

Growing student dissent on the campuses across the country and in North Carolina has brought to the forefront questions concerning the role of students in institutional policy-making. Students are requesting an increased role in decisions regarding curriculum and student life and are forcefully raising questions concerning their place in academic governance.

---

*Archie R. Dykes, Faculty Participation in Academic Decision-Making, 1968, p. 38.

**Faculty Participation in Academic Governance, 1967, p. 1.

The median age of college and university students in 1967 was 20.5 years.* Not only are students older, they are also more knowledgable, and more concerned with local, national, and international problems than were their counterparts a few years ago.

Students over the nation have recently manifested their concern through actions that have sometimes been orderly, sometimes not. This concern has extended over a variety of institutional conditions and broader issues, ranging from complaints that the teaching is ineffective and the curriculum irrelevant, to complaints that the nation's position on Vietnam is indefensible, selective service policies unfair, and society's attitudes toward minorities immoral.

Only a few years ago many educators and others complained that college students were apathetic and docile, unconcerned with issues and with the world around them, intent only on safe, comfortable, and conventional lives. This has radically changed in the past four or five years. Many of the students involved in recent campus disturbances were seriously trying to say something they believed must be heard. Some students and non-students also often involved, however, had no cause save disruption.

Certainly the best educational institution is one in which students, instead of being passive recipients of information, mere note-takers, are reacting, debating, and contributing their own ideas, relating what they learn to their own lives and to the world around them. The problem is not one of silencing dissent, but of determining how to maintain and encourage intellectual excitement and social and moral concern in an environment in which the educational and administrative processes will not be disrupted.

---

*U.S. Bureau of Census, Department of Commerce, Current Population Reports, Population Characteristics, Series P-20, No. 167, August 30, 1967, p. 12.

In order for an institution to carry on an educational program and at the same time give students an opportunity to be heard on issues which affect their lives as students and persons, it becomes imperative that an effective system of campus governance, which includes students, be found. Student government in recent years has decreased its emphasis on the coordination of campus social functions and has turned its attention to more solid concerns of world affairs, social justice, educational reform, and personal involvement.

An increased role for students in academic governance is necessary for several reasons. First, education should be concerned with the total development of the student. Education of quality must include questioning and experimentation with new ways of learning, new ways of organizing the curriculum, and new ways of relating to and influencing the world of which students are a part. Such a process, to be effective, should involve students, faculty, and administration.

Second, it is desirable to instill a sense of responsibility in students. Unless college students are encouraged to share responsibility for decisions concerning their own welfare, the institution is likely to fail in its obligation to instill broader social responsibility in them.

Third, an increased role for students is practical. If one accepts the proposition that an institution of higher education is a community which includes the trustees, administration, faculty, and students, then it is proper for each component to make itself heard by each of the others. The entire academic community has benefited whenever student government has been responsive and sensitive to the interests of the student body and capable of articulating student concerns through responsible leadership. Student participation in institutional affairs should occur through the mechanisms specifically created for that purpose.

Student government has in many cases been a vital link between the students and the institution in times of conflict. It is of benefit to an institution for students to be involved in the development of policies which affect them directly, for in this way students become more aware of problems faced by the institution and can assist in finding constructive solutions. The best interests of students and of all of higher education can be promoted through involvement and responsibility shared by all concerned groups.

In many of the incidents of campus disruption which have been reported around the country, the trustees and administrations of the institutions apparently had no clear and generally understood policies and procedures concerning student participation in the decision-making process. On many of these campuses committees have been created to reexamine the role of students and faculty in institutional, local, and national affairs--usually *after* a crisis.

We believe there are two immediate concerns which warrant careful attention and study at each college and university in the state. Not only should students be free to express their views on issues of institutional policy and on matters of general interest, but procedures should exist which will assure that their views will actually be considered in the resolution of those issues. Such procedures may do much to minimize the likelihood of disorderly behavior by students in the exercise of their rights, otherwise quite legal, to organize and protest.

The right of students to organize and protest, protected by the Constitution, is a right which should be valued at all institutions of higher education out of deep intellectual conviction of its worth. The means of protest, however, are subject to reasonable limits, and where the line must be drawn should be determined before a crisis develops. It should be made clear to the entire academic community, and any non-students or other outsiders who seek to exert influence on the campus, that disruption of the educational program and of orderly administrative processes will not be tolerated. Every student must respect the rights of other students, of the faculty, and of the administration. Students must understand that there are means through which their ideas or protest may legitimately be demonstrated, but that if they go beyond these means they unfairly infringe upon the rights of others.

The procedures to be followed by those responsible for the institution, in the event of illegal or disruptive acts by anyone,should be clearly set forth. Policies adopted by an institution should be published and made known to all students, faculty members, and administrative staff. It has been the experience of many institutions that stated policies and widely understood procedures assist materially in reducing both the number and severity of disruptive incidents.

We therefore recommend that each college and university in North Carolina reexamine its present policies and procedures and establish new ones where needed to insure that the concerns of students are properly reflected in decisions which affect them; and that the policies and procedures be recorded in the minutes of the board of trustees and published for the benefit of all concerned.

Perhaps nothing more challenging faces higher education today than the need to provide mechanisms through which students, faculty, administrators, and trustees may all participate in institutional affairs in appropriate ways. Today, more than ever before, it is important that lines of communication be kept open and that colleges and universities continuously reappraise the distribution of functions and responsibilities among all the groups that make up the academic community.

CHAPTER VI

ACADEMIC DEGREE PROGRAMS

Plans for academic programs that meet the future needs of North Carolina and its people in quality and quantity must start from an assessment of the adequacy of present programs. Future demands will result from an increasing number of post-high school students; the expansion of knowledge and technology requiring more programs at vocational, technical, baccalaureate, professional, and graduate levels; better prepared high school graduates requiring higher levels of college training; and accumulated educational deficits because needs of the present have not been fully met.

North Carolina's public and private colleges currently offer academic programs in several hundred subject areas at levels ranging from the two-year associate degree through the doctorate. Altogether these program offerings represent a large investment by the state. Such an investment is sound, and it should be continued and increased if the needs of the people are to be met. At the same time, the state must assure that each current and proposed degree program meets a real need and that there is no unnecessary duplication of programs. Higher education is expensive. Each academic program requires faculty, equipment, materials, and facilities, and the higher the level of the program, the more costly it is. With its many unmet needs, North Carolina cannot afford to support unnecessary academic programs.

This chapter contains 1) a review of the degree programs presently offered by the public and private colleges in North Carolina, 2) a description of the plans of public institutions for new programs and a discussion of difficulties the institutions encounter in planning for them, and 3) a discussion and recommendations concerning ways in which the state can more efficiently and effectively plan and coordinate the development of academic degree programs to meet the expanding needs of North Carolina.

I. PRESENT DEGREE PROGRAMS

Traditionally most of the nation's colleges and universities have developed their academic programs on an individual, *ad hoc*, often competitive basis. Each institution, public and private, has interpreted the obligations placed upon it by charter, or in the case of the public institutions by statute (see Appendix E), and has worked independently to fulfill its educational objectives as it saw them. Many private institutions and some of the public ones have been dedicated to limited objectives and could not have been expected to take a broad view in their program planning. For others, however, the priority was on expansion, often at the neglect of qualitative fulfillment of statutory purposes. Some institutions were slow to develop any kind of systematic method of developing programs internally, and few gave any thought to developing cooperative relationships with other institutions in the program area. Thus program planning was fragmented and only partially effective. There was little attempt to work from a solid base of knowledge as to needs. Basically what was true of the nation was also true in North Carolina.

Although there are many variations, academic programs in the senior colleges and universities generally are of the following four types: 1) bachelor's degree programs requiring at least four but not more than five years of academic work, 2) first professional degree programs requiring at least two academic years of previous college work for entrance and a total of at least six academic years of college work for completion, 3) master's degree programs requiring one or two years of study beyond the baccalaureate, and 4) doctoral programs, requiring three or more years of graduate study.

The public senior institutions in North Carolina now offer a total of 447 programs at the bachelor's level in 140 subject matter areas. They offer 279 programs at the master's level in 155 subject matter areas, 107 programs at the doctoral level in 94 areas, and 14 professional programs in 13 areas.

A total of 10,401 degrees were granted to students who completed programs in the 16 public senior colleges and universities in North Carolina in the 1966-67 academic year. This represents an increase of 5 percent over the previous year. The total number of degrees conferred by these institutions has nearly doubled during the past decade, increasing from 5,632 in 1957.

Of the 10,401 degrees conferred by the public senior institutions in 1967, 7,607 were bachelor's, 261 first professional, 2,253 master's, and 280 doctor's degrees. Details concerning these degrees are summarized by institution in Table III. The University of North Carolina at Chapel Hill conferred 26 percent of the total bachelor's, 97 percent of the total first professional, 36 percent of the total master's, and 55 percent of the total doctor's degrees.

Table IV shows the number of degrees by type and field of study. Of the bachelor's degrees conferred by the public senior institutions, 27 percent were in education and 18 percent in the social sciences. First professional degrees conferred were either in health professions (46 percent) or in law (54 percent). At the master's level, 44 percent were in education and 9 percent in social sciences. Of the doctor's degrees conferred, 18 percent were in biological sciences, 14 percent in social sciences, and 12 percent in engineering.

A total of 6,138 degrees were granted by 26 private senior institutions

TABLE III

DEGREES CONFERRED BY NORTH CAROLINA PUBLIC SENIOR COLLEGES AND UNIVERSITIES BY TYPE OF DEGREE AND INSTITUTION, 1966-1967

Institution	Bachelor's		First Professional		Master's		Doctorate		Total	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
N. C. State University	1,245*	16.4	-	-%	357	15.8%	123	43.9%	1,725	16.6%
UNC-Chapel Hill	2,009	26.4	254	97.3	820	36.5	155	55.4	3,238	31.1
UNC-Charlotte	116	1.5	-	-	-	-	-	-	116	1.1
UNC-Greensboro	634	8.3	-	-	185	8.2	2	0.7	821	7.9
Appalachian State University	612	8.0	-	-	357	15.8	-	-	969	9.3
Asheville-Biltmore College	54	0.7	-	-	-	-	-	-	54	0.5
East Carolina University	1,141	15.0	1	0.4	218	9.7	-	-	1,360	13.1
Elizabeth City State College	158	2.1	-	-	-	-	-	-	158	1.5
Fayetteville State College	138	1.8	-	-	-	-	-	-	138	1.3
N. C. A&T State University	254	3.3	-	-	79	3.5	-	-	333	3.2
North Carolina College	322	4.2	6	2.3	128	5.7	-	-	456	4.4
N. C. School of the Arts	2	(Z)	-	-	-	-	-	-	2	(Z)
Pembroke State College	195	2.6	-	-	-	-	-	-	195	1.9
Western Carolina University	414	5.4	-	-	109	4.8	-	-	523	5.1
Wilmington College	158	2.1	-	-	-	-	-	-	158	1.5
Winston-Salem College	155	2.0	-	-	-	-	-	-	155	1.5
TOTAL	7,607	100.0%	261	100.0%	2,253	100.0%	280	100.0%	10,401	100.0%

---

* Including 5 bachelor's degrees conferred at Fort Bragg branch.

Z-- Percentage less than 0.05.

TABLE IV

DEGREES CONFERRED BY NORTH CAROLINA PUBLIC SENIOR COLLEGES AND UNIVERSITIES BY TYPE OF DEGREE AND MAJOR FIELD OF STUDY, 1966-1967

Major Fields of Study	Bachelor's	First Prof.	Master's	Doctorate	Total
Agriculture	65	-	34	26.5	125.5
Architecture & City Planning	39	-	25	-	64
Biological Sciences	298	-	106	51.5	455.5
Business & Commerce	813	-	40	9	862.5
Computer Science	-	-	1	-	1
Education	2,053	-	986.5	16	3,055.5
Engineering	542	-	125	33	700
English & Journalism	660	-	134	14	808.5
Fine & Applied Arts	118	-	57	1	176
For. Languages & Lit.	184	-	63	16	263.5
Forestry	57	-	12	8	77
Geography	53	-	4	1	58
Health Professions	214	120	129	11	474
Home Economics*	62	-	12	2	76
Law	-	140	-	-	140
Library Science	29	-	116	-	145
Mathematics & Statistics	344.5	-	106	20	470.5
Philosophy & Religion	25	-	5	2	32
Physical Sciences	213	-	29	24	266
Psychology	227	-	23	4	254
Radio, T.V. & Motion Picture	28	-	7	1	36
Social Sciences	1,394	-	207.5	40	1,641.5
Textile	147	-	21	-	168
Trade & Ind. Training	25	-	2	-	27
Miscellaneous Fields	15	1	8	-	24
TOTAL	7,607	261	2,253	280	10,401

* Home Economics Education included in Education.

NOTE: Fractional figures reflect "split" or "double" majors.

in North Carolina during the year ending June 30, 1967.* This total consisted of 5,252 bachelor's, 402 first professional, 326 master's, and 158 doctor's degrees. Detailed information is presented by institution in Table V. Duke University conferred 16 percent of the total bachelor's, 68 percent of the total first professional, 84 percent of the total master's, and 100 percent of the total doctor's degrees granted by private institutions.

The degrees conferred by the 26 private senior institutions are presented in Table VI by type and field of study. The largest percentages of bachelor's degrees conferred by these institutions were in the social sciences (28 percent), education (18 percent), business and commerce (12 percent), and English (10 percent). At the professional level, 43 percent of the degrees were conferred in law and 32 percent in the health professions. Of the master's degrees conferred, 22 percent were in social sciences, 14 percent in English and 13 percent in biological sciences. At the doctor's level, the social sciences and the biological sciences each accounted for 21 percent of the total doctorates conferred.

Comparison of Tables IV and VI reveals that the private institutions did not produce any degrees in some areas of study such as agriculture, architecture, computer science, geography, library science, textiles, or radio, television and motion pictures. However, the private institutions conferred relatively more degrees in philosophy and religion at all degree levels, and more in biological sciences at the bachelor's level.

---

*Two private senior colleges, recently converted from junior college status, have not yet granted any baccalaureate or higher degrees.

TABLE V

DEGREES CONFERRED BY NORTH CAROLINA PRIVATE SENIOR COLLEGES AND UNIVERSITIES BY TYPE OF DEGREE AND INSTITUTION, 1966-1967

Institution	Bachelor's		First Professional		Master's		Doctorate		Total	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
Atlantic Christian	298	5.7	-	-	-	-	-	-	298	4.8
Barber-Scotia College	53	1.0	-	-	-	-	-	-	53	0.9
Belmont Abbey College	118	2.2	-	-	-	-	-	-	118	1.9
Bennett College	104	2.0	-	-	-	-	-	-	104	1.7
Campbell College	362	6.9	-	-	-	-	-	-	362	5.9
Catawba College	150	2.8	-	-	-	-	-	-	150	2.4
Davidson College	227	4.3	-	-	-	-	-	-	227	3.7
Duke University	842	16.0	275	68.4	273	83.7	158	100.0	1,548	25.2
Elon College	167	3.2	-	-	-	-	-	-	167	2.7
Greensboro College	102	1.9	-	-	-	-	-	-	102	1.7
Guilford College	223	4.2	-	-	2	0.6	-	-	225	3.7
High Point College	216	4.1	-	-	-	-	-	-	216	3.5
Johnson C. Smith University	160	3.0	-	-	-	-	-	-	160	2.6
Lenoir Rhyne College	299	5.7	-	-	-	-	-	-	299	4.9
Livingstone College	149	2.8	7	1.7	-	-	-	-	156	2.5
Mars Hill College	236	4.5	-	-	-	-	-	-	236	3.9
Meredith College	173	3.3	-	-	-	-	-	-	173	2.8
Methodist College	86	1.6	-	-	-	-	-	-	86	1.4
North Carolina Wesleyan College	81	1.5	-	-	-	-	-	-	81	1.3
Pfeiffer College	135	2.6	-	-	-	-	-	-	135	2.2
Queens College	137	2.6	-	-	-	-	-	-	137	2.2
St. Andrews Presbyterian College	158	3.0	-	-	-	-	-	-	158	2.6
St. Augustine's College	117	2.2	-	-	-	-	-	-	117	1.9
Salem College	95	1.8	-	-	-	-	-	-	95	1.6
Shaw University	100	1.9	-	-	-	-	-	-	100	1.6
Wake Forest University	464	9.2	120	29.9	51	15.7	-	-	635	10.4
TOTAL	5,252	100.0	402	100.0	326	100.0	158	100.0	6,138	100.0

TABLE VI

DEGREES CONFERRED BY NORTH CAROLINA PRIVATE SENIOR COLLEGES AND UNIVERSITIES BY TYPE OF DEGREE AND MAJOR FIELD OF STUDY, 1966-1967

Major Fields of Study	Bachelor's	First Prof.	Master's	Doctorate	Total
Biological Sciences	356	-	43	33	432
Business & Commerce	608	-	-	-	608
Education	960.5	-	36	12	1,008.5
Engineering	55	-	16	10	81
English & Journalism	528	-	44	9	581
Fine & Applied Arts	121.5	-	-	-	121.5
Foreign Languages	176.5	-	15	1	192.5
Forestry	-	24	-	7	31
Health Professions	87	130	15	-	232
Home Economics*	31	-	-	-	31
Law	4	174	1	-	179
Mathematics and Statistics	289	-	37	7	333
Philosophy, Rel., Theology**	180	74	13	19	286
Physical Sciences	180.5	-	25	17	222.5
Psychology	203.5	-	8	10	221.5
Social Sciences	1,453.5	-	73	33	1,559.5
Miscellaneous Fields	18	-	-	-	18
TOTAL	5,252	402	326	158	6,138

* Home Economics Education included in Education.

** Does not include Southeastern Baptist Theological Seminary, which conferred 107 first professional degrees (Bachelor of Divinity) and 14 master's degrees (Master of Theology).

NOTE: Fractional figures reflect "split" or "double" majors.

II. INSTITUTIONAL PLANS FOR NEW DEGREE PROGRAMS

In their long-range plans for the period through 1975, none of the public institutions indicated intention of eliminating any existing degree programs except those that might be absorbed into new programs. Current program offerings can be taken therefore as the base on which each institution will attempt to meet the needs in the years just ahead.

There are few dependable means of measuring future manpower needs for use in planning new academic programs in colleges and universities. The institutions have generally devised and applied their own approaches in making projections of programs needed. The most useful guides that have been developed relate to estimates of needs at the professional and doctoral levels. Among the factors which have been taken into account are

1) overall enrollment trends, both at national and state levels;
2) demand and supply in specific professional, technological and scientific fields as reflected in statewide and national studies of particular areas (e.g., engineering and nursing);
3) extrapolations based on the employment history of recent graduates in specific disciplines and professional areas; and
4) shortages of qualified personnel in certain fields as reported in the press and elsewhere.

Although program additions and alterations have regularly been made on the basis of such factors in the absence of more reliable criteria, the fact remains that, however carefully available criteria have been applied, definitions of need have at best been vague. It is difficult in the context of a single state to project specific needs. While the primary responsibility of North Carolina's colleges is to meet the needs of the state's citizens in higher education, the needs of the nation must also be considered. Further, a program of a department or school may be so outstanding as to acquire a substantial regional or national constituency; it thus appropriately should serve broader needs than those of North Carolina alone. Conversely, many North Carolina students go to other states where outstanding programs are available. Another difficulty arises in deciding the extent to which the need as finally determined should be met, whether with optimal, average, or bare minimum resources. Finally, there is at present no precise way of assigning the responsibility for meeting an indicated program need to an institution except where it has been given the sole responsibility by statute, as in the case of the University of North Carolina with reference to doctoral programs.

Proposed new degree programs. As the institutional long-range plans make clear, the public senior colleges and universities expect to add a wide variety of new programs by 1975. Table VII summarizes the new programs proposed by the institutions at the bachelor's and master's levels. The proposed addition of 106 new programs at the bachelor's level represents an increase of 24 percent over the number of programs now offered at that level, and the 166 programs proposed at the master's level represent a 60 percent increase over the number now offered at that level.

The University of North Carolina, with statutory responsibility to provide doctoral programs in the state's system of higher education, expects to add over 30 new doctoral programs by 1975 but has not indicated the specific campuses on which these programs will be offered.

The new degree programs which the public institutions expect to initiate between 1969 and 1975, if approved, are listed following Table VII. It should be borne in mind that many private institutions have also announced plans for program additions at the several degree levels over the next few years.

TABLE VII

NEW BACHELOR'S AND MASTER'S DEGREE PROGRAMS PLANNED BY NORTH CAROLINA PUBLIC SENIOR COLLEGES AND UNIVERSITIES, 1969-1975

Institution	Bachelor's	Master's
North Carolina State University	12	32
UNC at Chapel Hill	3	8
UNC at Charlotte	12	29
UNC at Greensboro	2	16
North Carolina School of the Arts	0	0
Appalachian	24	28
East Carolina	14	26
N. C. Agricultural & Technical	4	6
Western Carolina	12	20
North Carolina College	0	0
Asheville-Biltmore	7	0
Wilmington	5	1
Elizabeth City	0	0
Fayetteville	3	0
Pembroke	1	0
Winston-Salem	7	0
TOTAL	106	166

New Bachelor's Degree Programs Proposed by the Public Senior Institutions, 1969-75

North Carolina State University

Business administration, comparative literature, elementary education, fine arts, medical technology, modern languages, natural resources recreation management, nursing, secondary education, secondary education in English, secondary education in social studies, and speech.

University of North Carolina - Chapel Hill

Applied mathematics, general biology, and speech.

University of North Carolina - Charlotte

Architecture, art, computer science, dramatic art, geology, German, music, physical education, religion, Russian, speech, and statistics.

University of North Carolina - Greensboro

Drama and modern dance.

Appalachian State University

Accounting, anthropology, business administration, dance, drama, economics, econometrics, finance, geology, German, health education, information science, management, marketing, nursing, paramedical technology, real estate and insurance, recreation and outdoor education, religion, Russian, safety education, secretarial management, statistics, and transportation.

East Carolina University

Anthropology, architecture, art history, broadcasting, child development and family relations, clothing and textiles, dance, foods and nutrition and institutional management, health, housing and management, physical therapy, recreation, rehabilitation therapy, and science and mathematics for junior high school teachers.

North Carolina Agricultural and Technical State University

Civil engineering, elementary education, psychology, and speech and drama. (A minor in library science is also to be added.)

North Carolina School of the Arts

None, pending further study.

Western Carolina University

Child development and family relations, dietetics, early childhood education, health and safety education, industrial technology, international relations, journalism, linguistics, literature, recreation leadership, social welfare, and sociology. (Minors in anthropology, health, and recreation are also to be added.)

North Carolina College at Durham

None, pending further study.

Asheville-Biltmore College

Anthropology, environmental sciences, finance and management, music, physical education, sociology, and Spanish.

Wilmington College

Drama and speech, engineering science, geography, nursing and sociology. (Minors in home economics, journalism, and library science are also to be added.)

Elizabeth City State College

None, pending further study.

Fayetteville State College

Computer mathematics, medical technology, and psychology. (A minor in physics is also to be added.)

Pembroke State College

Economics.

Winston-Salem State College

Art, business administration, chemistry, mathematics, political science, recreation, and sociology.

New Master's Degree Programs Proposed by Public Senior Institutions, 1969-75

North Carolina State University

Animal pathology, bioengineering, biological sciences, biomedical and medical engineering, biophysics, cell biology, comparative literature, computer science, ecology, elementary education, embryology, international studies, landscape architecture, marine sciences, meteorology, molecular toxicology, nematology, nutrition, operations research, parasitology, philosophy, public administration, recreation resource management, secondary education, secondary education in English, secondary education in history, secondary education in physics, secondary education in social studies, speech, urban studies, veterinary medicine, and virology.

University of North Carolina - Chapel Hill

Anatomy, ecology, geophysics, marine science, neurobiology, pharmacology, pharmacy administration, and speech and hearing.

University of North Carolina - Charlotte

Art, biology, business administration, chemistry, computer science, dramatic art, economics, education, engineering, English, French, geography, geology, German, history, library science, mathematics, music, nursing, philosophy, physical education, physics, political science, psychology, public administration, sociology, Spanish, speech, and statistics.

University of North Carolina - Greensboro

Anthropology, art history and criticism, business administration, curatorship, drama, economics, geography (urban and regional planning), German, health education, information science, instructional media and communication, philosophy, political science, social work, sociology, and speech.

Appalachian State University

Business administration, geology, higher education, physics, political science, recreation and outdoor education, safety education, sociology, speech, speech pathology, and specialist (sixth-year) programs in 18 areas.

East Carolina University

Anthropology, child development and family relations, clothing and textiles, drama, elementary science education, food and nutrition and institutional management, French, geology, German, health, housing and related arts, industry, information science, library science, nursing, philosophy, physical education, physics, recreation, sixth-year science teaching program, sixth-year program in educational supervision, sociology, Spanish, speech, teaching of geology, and teaching of physics.

North Carolina Agricultural and Technical State University

Art education, biology, business education, health and physical education, physics, and social welfare.

Western Carolina University

Accounting, art, business administration, data processing, economics, European history, French, German, home economics, home economics education, international affairs, library science, mathematics, music, music education, sixth-year program in audio-visual education, sixth-year program in elementary education, sixth-year program in school counseling, sixth-year program in secondary education, and Spanish. (Minors in sociology and in anthropology are also to be added.)

North Carolina College

None, pending further study.

Wilmington College

Teacher education.

New Doctoral Programs Proposed, 1969-75

University of North Carolina (campuses unspecified)

> Agriculture: horticultural science and poultry science; archaeology; biological sciences: new programs in special fields; computer science and information science; education: new programs in business education and instructional media, and other additional programs in appropriate fields; engineering: bioengineering, biomedical and medical engineering, engineering operations research; fine arts: music literature and performance; health sciences: nursing and pharmacy administration; international studies: an additional program; library science; marine science; meteorology; pharmacology; physical sciences: new programs in climatology, earth sciences, geophysics, and other additional programs in appropriate special fields; psychology; recreation; social sciences: an additional program in history; social work; speech pathology and audiology; urban studies: new programs which include biological science, engineering, design, physical science, and social science emphases; veterinary medicine: the first professional degree (D.V.M.), and the Ph.D. in special fields.

III. STATEWIDE PLANNING AND COORDINATION OF DEGREE PROGRAMS

The large number of proposed programs listed in the preceding section, and the extensive duplication of programs, illustrate vividly the need for statewide planning in the area of academic program development. A state with limited resources cannot hope to achieve and maintain high quality in its institutions or programs without careful planning and coordination. One of the reasons for the existence of the Board of Higher Education is to serve this planning and coordinating function.

Steps required to achieve effective program planning and coordination are 1) the determination of the academic programs already available in the state through a careful inventory; 2) the conduct of studies of statewide needs in specific academic disciplines and professional areas; 3) the dissemination of the results of such studies, identifying a) areas in which there are sufficient or excessive numbers of programs available, and b) areas in which needs are not now being met but in which they should be met in the future; 4) the use of uniform procedures by the institutions in the development of proposals for new programs, and by the Board of Higher Education in evaluating and acting upon proposals received; 5) participation by the Board with the colleges and universities in the making of plans to provide needed programs; and 6) clarification of the Board's authority with reference to the approval of new academic programs and overall coordination of program development.*

It should be emphasized that _effective program planning is possible only within the context of a statewide plan in which the roles of the various institutions, as well as that of the state coordinating agency, are clearly defined_.

Inventory of degree programs. Although the Board of Higher Education has regularly published, in its minutes and biennial reports, listings of approved new degree programs in the public senior colleges and universities, no comprehensive inventory of all academic programs in the public and private senior institutions of the state was available until recently. In April 1968 the Board published the first inventory,** which was distributed widely for the information of institutions, students, and others. It has proved to be very useful and is to be updated and distributed annually.

Procedures for the development and evaluation of proposals for new programs. The North Carolina General Statutes require that new programs in the public senior colleges and universities have the approval of the Board of Higher Education before being offered by the institutions.*** Informal procedures prepared by the Board for use by the institutions in developing new program proposals have existed for a number of years. At the Board's request, more formal and detailed procedures have recently been developed by a committee of undergraduate and graduate deans of the public senior institutions and, with their unanimous endorsement, these procedures were recommended to the Board for approval. The Board in October 1968 approved the recommended procedures, which are included in this report as Appendix F.

---

*See Chapter XV for further discussion of planning and coordination of higher education.

**"Baccalaureate, Graduate and First Professional Degree Programs at Senior Colleges and Universities," _Higher Education in North Carolina_, Vol. III, No. 9, April 25, 1968. 16 pages.

***General Statutes 116-44.10, 116-45(2)-(6), 116-46 (5)e and (6)d, 116-154, and 116-158.

These procedures specify that four-year institutions will submit for Board action all proposals for adding new degree programs or new degree titles. Institutions offering master's degrees will submit for Board action all proposed professional and graduate degree programs, new degree titles, and certain new specialized undergraduate programs, and will inform the Board of new bachelor's degree programs in the arts and sciences. Approval is not required when an institution, by rearranging existing courses, offers new options within authorized degree programs.

Determining statewide academic program needs. The primary purpose of the Board of Higher Education, as set forth in the statutes (G.S. 116-154), is

> to plan and promote the development of a sound, vigorous, progressive, and coordinated system of higher education in the State of North Carolina. In pursuit of this objective the Board will seek the cooperation of all the institutions of higher education and other educational agencies in planning a system...that will serve all the higher educational needs of the State and that will encourage a high standard of excellence in all institutions composing the system...

It is consistent with this purpose for the Board actively to engender new programs when and where needed, as well as to be responsive to new program proposals that originate in the institutions.

The Board of Higher Education, after statewide studies of specific subject or professional areas have revealed unmet needs, should take the initiative in identifying institutions which might meet a particular need and in encouraging them to develop appropriate new programs for that purpose.

In the past the role of the Board has of necessity too often been limited to reacting to proposals submitted to it after they were so far developed that changes in them have been all but impossible. There have been instances where a program has been funded before the Board has approved it, or where the proposal for a new program has been submitted both to the Board and to the General Assembly simultaneously. In such cases the Board of Higher Education has had no part in the decision, its statutory responsibility to the contrary notwithstanding.

On occasion institutions have proposed new programs without regard to whether a need exists. Sometimes this has been done because particular faculty members or facilities were available, sometimes because of political or community pressures, or because of the ambitions of administrators or faculty. In other cases new programs have been proposed simply to take advantage of funds which were available from non-state sources. Clearly a more systematic approach is needed, as well as full cooperation among institutions and the Board, beginning at an early stage in the planning.

The Board must exercise an active role in assessing state, regional, and national needs by conducting manpower studies in academic disciplines and professional areas and by reporting its findings regularly to the institutions and others. The colleges and universities, in turn, must translate these needs into undergraduate, graduate, and professional academic programs. Manpower needs in some fields are relatively stable and will not require much program adjustment; others are in a state of flux and will require constant re-evaluation and possibly program modifications. The determination of needs and program responses thereto must be continuously re-evaluated in light of enrollment trends in related academic areas. In reporting the results of studies, the Board should specify

1) those fields in which the need for current programs no longer exist;
2) those fields in which current programs will clearly provide sufficient graduates to meet foreseeable needs;
3) those fields in which programs currently offered will meet the needs if a sufficient number of motivated and qualified students enter them; and
4) those fields in which expanded or new programs will be necessary if the needs are to be met.

Evidence that North Carolina's manpower needs in a field will be met by programs currently offered does not necessarily mean that enrollment in that field should be curtailed or that no new programs should be added. Both the institutions and the Board, however, must guard against unnecessary proliferation of programs, if education at an acceptable level of quality is to be achieved at reasonable cost to the students and the taxpayers of the state.

We therefore recommend that all public institutions and state agencies concerned, in the interest of economy and of maintenance of high quality, cooperate to prevent unnecessary duplication of academic programs and to insure that new programs are undertaken only when there is clear need and only in conformity with the letter and spirit of the applicable statutes.

IV. ACADEMIC PROGRAM DEVELOPMENT AT THE VARIOUS DEGREE LEVELS AND IN SELECTED PROFESSIONAL AREAS

In developing academic programs there are certain criteria that should be considered by all institutions for the various levels of instruction -- baccalaureate, master's, and doctor's. In this section some of these criteria are discussed, along with needs in a number of specific fields -- medicine and allied health professions, engineering and agriculture, and law.

Academic program development at the various degree levels. All general-purpose senior colleges and universities should offer, to the extent their resources will permit, a broad spectrum of baccalaureate programs in mathematics, the physical and biological sciences, the social sciences, and the humanities and fine arts. In addition, individual institutions should provide bachelor's degree programs in selected special areas depending on the career interests of the students and the needs of the community and state. The Board's role with reference to new bachelor's degree programs in public institutions is to assure that the programs are consistent with the institution's functions as defined by the General Assembly and that the proposed programs are developed in the light of total institutional resources and of offerings available elsewhere.

At the master's degree level some duplication of programs, especially in the arts and sciences and in the preparation of teachers and other school personnel, is both reasonable and necessary.* But in general, the high cost of instruction and equipment involved in programs at this level make considerable specialization desirable.

---

*In general, the same factors considered in this section with reference to master's and doctor's degrees are also involved in the evaluation of program proposals for professional degrees, and hence most of what is said here is applicable to professional degrees.

We recommend that at the master's level it be state policy for different institutions to emphasize different disciplines or different specialties within disciplines in order to provide the necessary range of programs with minimum duplication, maximum economy, and the highest possible quality.

In considering master's degree program proposals, both the institutions and the Board should take into account the following factors, in addition to those applicable to bachelor's degree proposals:

1) the relationship of the proposed degree program to the institution's baccalaureate program -- in general, master's degree programs should be extensions of baccalaureate programs, utilizing in part common curricula and faculty, and the same library and laboratory facilities;

2) the availability of a similar program at another institution in the state, or outside the state through the student contract program of the Southern Regional Education Board;* and

3) the possibility of offering the programs in cooperation with one or more other graduate institutions. A recent survey of interinstitutional cooperation in North Carolina's colleges and universities shows that undergraduate education has been the chief focus of cooperative activities.** Little graduate interinstitutional cooperation is discernible. Its full potential should be explored whenever a master's degree program is proposed.

As stated earlier, the statutory responsibility for program development at the doctoral level is that of the University of North Carolina. The Board of Higher Education is responsible for evaluating the University's recommendations for doctoral programs and for indicating additional needs that may have been overlooked. Where a need is established, the Board should help obtain the necessary resources. Consideration should, of course, be given to the availability of similar programs in the private universities in the state and elsewhere, and to the possibility of interinstitutional cooperation. The University should also assure that there is no unwarranted duplication among its own campuses.

---

*See section on the Southern Regional Education Board in Chapter VII, and "North Carolina's Participation in the Student Contract Program of the Southern Regional Education Board," Higher Education in North Carolina, Vol. III, No. 10, June 21, 1968.

**See section on interinstitutional cooperation in Chapter VII, and Interinstitutional Cooperation in North Carolina Colleges and Universities, Report of the North Carolina Board of Higher Education (in draft).

In reference to new or expanded degree programs at the doctoral level, the long-range plan of the University of North Carolina* contains the following conclusions:

1. The need for graduates of professional or doctoral programs in North Carolina during the next decade will probably be met and exceeded in the following fields: fine arts, forestry, public health, pharmacy, home economics, journalism, English, foreign languages and literature, law, mathematical subjects, psychology, city and regional planning, and the social sciences.

2. The need for graduates of professional or doctoral programs in North Carolina during the next decade can be met in the following if enough motivated and qualified students enter these fields: agriculture, biological sciences, education, philosophy, the physical sciences, and textiles.

3. The need for graduates of professional programs in North Carolina during the next decade can be met in the following fields either by expanding existing programs where they are located or by establishing new programs on other campuses of the University: architecture, business administration, library science, and social work.

4. The University has the capacity to meet the need for graduates at bachelor's, the master's, and the doctoral levels in the field of engineering during the decade; however, the large gap between the projected need and the projected enrollment in this field is discouraging. The pool of qualified and motivated students in engineering in both North Carolina and the nation is significantly below the level required for meeting the need.

---

*University of North Carolina, Summary Report on Long-Range Planning, September 12, 1968, pp. 61-62.

5. It is the University's function to produce graduates at the master's and the doctoral levels in nursing to meet the need for teachers in schools of nursing, supervisory positions in hospitals, and positions in public health departments. The need will be met with the present master's program and the projected doctoral program. In addition, the University will make a maximum contribution to the pool of nurses holding the bachelor's degree.

6. The University is prepared to meet the needs of the state for doctors and dentists to the full extent that the State's resources can be allocated for that purpose. It will increase enrollment in dentistry by fifty percent and in medicine by forty-three percent by the middle of the decade, and it will propose plans to increase the beginning class in medicine to 200 as soon as resources can be provided.

Medical and allied health education. The University of North Carolina plans to expand freshman class enrollment in the medical school from the present level of 75 entering students to 100 by 1970, to 160 by 1976, and to 200 in the years immediately following.* These plans for expansion are minimal.

We recommend that the plans for expansion of the medical school of the University of North Carolina be fully implemented as soon as possible, and that because of the urgent need for additional physicians, the General Assembly consider making appropriations sufficient to accelerate the University's timetable for this expansion.

We recommend that, because of the high costs involved in building new medical and dental schools and because existing schools can be greatly expanded, the preparation of physicians and dentists be concentrated, at least through 1975, at the University of North Carolina at Chapel Hill.

In considering the total resources available in North Carolina to meet the health needs of the state, the important contributions of Duke University and Wake Forest University must be recognized. In the 1967-68 academic year the three medical schools in North Carolina graduated 205 students, two-thirds of them from the two private universities. It may in the long run be in the state's best interest, in seeking to meet needs in medical education economically and effectively, to give some financial assistance to the medical schools of these institutions.

---

*See Appendix X.

One of the problems in education for the health professions is that there are insufficient well-qualified applicants for some of the programs. The colleges and universities should attempt to strengthen their undergraduate programs in the basic sciences and to motivate more students to undertake work in the health sciences. Of 4,137 students from both public and private colleges and universities in North Carolina who applied for admission to medical schools nationally between 1957 and 1966, 81 percent were graduates of five institutions: Davidson, Duke, Wake Forest, the University of North Carolina at Chapel Hill, and North Carolina State University. Ninety-four percent of the North Carolina students who enrolled in a medical school in the state during these years came from the undergraduate programs of these same five schools.

Special consideration should also be given to the development or expansion of programs in the allied health professions at the University of North Carolina and at the other public senior institutions. The facilities to support paramedical programs are now inadequate.

We recommend that the General Assembly provide the support necessary to permit the expansion of allied health science facilities at the University of North Carolina at Chapel Hill, and to expand or initiate paramedical programs at several of the public senior institutions in order to prepare desperately needed personnel in those areas.

Agricultural and engineering education. During the 1967-68 academic year 562 bachelor's degrees in engineering were conferred by the state's two land-grant institutions, 25 at North Carolina Agricultural and Technical State University and 537 at North Carolina State University. During the year 73 bachelor's degrees were conferred in agriculture, 18 at North Carolina Agricultural and Technical State University and 55 at North Carolina State University.*

The Commission on Higher Educational Opportunity in the South of the Southern Regional Education Board in its 1967 report** noted, with reference to agriculture, that

> Few states, if any, can afford to finance equivalent dual programs in agriculture, and the per-student cost becomes prohibitive for institutions with few agriculture students.
>
> In most states, financial necessity already has led to consolidation of some aspects of the agriculture program. Generally, the administration of agricultural experiment stations and extension services is centered at the predominantly white land-grant college, with some Negro staff members there and some involvement of the faculty of the Negro college. Similarly, agricultural research is administered by the white institution, and most of it is conducted there. The Negro colleges generally lack the facilities and staff for advanced research.
>
> Each state, through its coordinating agency for higher education or through a special committee of institutional and educational officials, should undertake a thorough review of the roles performed and the programs offered by its two land-grant institutions.
>
> Alternative means of reducing the costs and increasing the efficiency of agriculture programs should be explored....

---

*In addition to the undergraduate degrees in agriculture and engineering conferred by these two institutions, in 1967-68 North Carolina State University granted 35 master's and 22 doctor's degrees in agriculture, and 136 master's and 24 doctor's degrees in engineering.

**The Negro and Higher Education in the South, 1967, pp. 9-10.

> Criteria employed in reaching the decision should include evaluation of the quality of both the Negro and white programs, their faculties, enrollments, instructional costs per student, and strength in the basic sciences.
>
> Whatever decision is reached, the responsible agency should insure equality of opportunity for all agriculture students regardless of race.

Conferences to discuss some of the problems suggested above have been held by representatives of North Carolina Agricultural and Technical State University, North Carolina State University, and the Board of Higher Education.

There is clearly a need for further cooperation in articulating the agricultural, engineering, and other programs of the two institutions. The Board of Higher Education, in cooperation with both universities, plans to initiate a major study of the ways in which these and other programs of the state's two land-grant institutions may be better related to meet North Carolina's needs in fields in which their programs overlap. Because of the engineering program at the University of North Carolina at Charlotte, that institution should also be involved in discussions relating to engineering.

Legal education. One of the problems in legal education over the nation is that too few of the better qualified Negro students now study law. A survey of 1964 graduates of predominantly Negro colleges indicates that nationwide most of those who went on to law school had been only average undergraduate students. An insignificant number, less than half of 1 percent, had an undergraduate average of A. The better Negro students went into medicine (where 68 percent had A or B averages), the humanities, the physical sciences, the social sciences, and higher education.* The basic explanation for the small number of Negro students in law school at the University of North Carolina seems to be that very few qualified Negroes have applied and, of those who have, some were attracted to other institutions, out of the state, by tempting scholarships.

---

*Joseph A. Fichter, Graduates of Predominantly Negro Colleges--Class of 1964, U. S. Public Health Service, p. 145.

It is important for the Negro community and for the welfare of all the people of the state that in the years ahead a larger number of highly competent Negro leaders be produced in law, as in the other professions. The first problem which must be solved, if there is to be a larger number of Negro lawyers, is that of stimulating a greater proportion of well-qualified Negro students to study law.

Historically the function of the law school at North Carolina College at Durham has been to prepare Negro attorneys. That school, despite inadequate financial support, enrollments in the past too small for effective teaching, and other difficulties, has rendered valuable service to the state. The question of how the state can in the future best meet the need for Negro attorneys, however, cannot be resolved by comparing the costs of instruction at the two public law schools nor simply by ascertaining that the graduates of the schools are passing the bar examination. Legal education must prepare the lawyer to deal with and influence the whole society. To achieve this goal, all attorneys should be prepared in an educational setting that reflects the entire community and that offers opportunities and facilities which are as good as the state can afford.

In 1951 the United States Court of Appeals for the Fourth Circuit compared the law schools of the University of North Carolina at Chapel Hill and of North Carolina College,* and although the particular information cited in the comparison is no longer accurate, the general conclusion appears to remain valid. The court said that, when the two schools were compared as to accreditation, curriculum, faculty, law review activities, library facilities, and other attributes, despite all that the law school at North Carolina College offered, the school at the University of North Carolina would have to be adjudged superior. The court emphasized that in legal training it is important, not only to be exposed to the competition of minds of the most diverse type, but also that the student form a broad acquaintance with other prospective lawyers with whom he must function in an integrated society.

In perhaps no other profession is it more important that the student have an unsegregated education if he is to be trained adequately to function in the total society. We believe it is in the interest of the entire state for the law school at the University of North Carolina aggressively to attract talented Negro students. Those who have the ability and traits desired in the legal profession should be encouraged, perhaps as early as their freshman or sophomore years in college, to consider law as a career. Many students will need financial help; some with high innate ability may not have had the opportunity to acquire particular skills or knowledge and may require remedial training. Despite problems such as these, this course of action appears to be the only way the state can insure that its best legal training is made available to all its citizens.

We recommend:

1) that the law school at the University of North Carolina at Chapel Hill undertake immediately an aggressive effort to enroll sufficient numbers of Negro

---

*McKissick et al. v. Carmichael et al., 187 F.2d 949.

students so that there will be produced annually at least as many Negro law graduates as North Carolina College has produced in recent years, preferably more; that in order to accomplish this objective the Legislature fund such remedial instruction as may be required and make available special student financial aid in the form of grants to be awarded on the basis of need;

2) that, on the assumption that the law school of the University of North Carolina will be able to show during the next two years that, through special efforts, it can enroll substantial numbers of Negro students, the 1971 General Assembly adjust the budget to begin the phasing out of the separate law school at North Carolina College; that this phasing out be completed by June 30, 1974, under plans made by the administrations of the two institutions with full participation of the law school administrators and faculties; that no entering class be enrolled at North Carolina College law school beyond the one to enter in the fall of 1971; and that the operation of a separate law school at North Carolina College be concluded with the graduation of that class in 1974;

3) that between now and 1974 the state undertake to see that the law school at North Carolina College has adequate support despite the fact that, if the recruiting efforts of the University of North Carolina are successful, the North Carolina College law school will be discontinued;

4) that the proportion of out-of-state students in the entering class of the North Carolina College law school be limited to no more than 25 percent in 1969 and subsequent years; and

5) that beginning in 1971 the University of North Carolina at Chapel Hill and North Carolina College consider ways in which best use might be made of

the law faculties and facilities of the two institutions, including the possibility of using the facilities located at North Carolina College for a legal aid clinic, for continuing legal education, or for the presentation of courses in the law curriculum which may be of special interest to persons in other academic fields at North Carolina College.

If these recommendations are not carried out, we believe the state has no alternative other than to provide the law school at North Carolina College with much greater financial support directed toward making it actually equivalent, insofar as possible, to the law school at the University of North Carolina.

We therefore recommend that, if the foregoing recommendations are not implemented, the state make a major effort to support and dramatically strengthen the law school at North Carolina College. This will require, among other things, accreditation by the Association of American Law Schools, the employment of additional faculty members, considerably higher faculty salaries, an enlarged library, and other major improvements. For many years, until there are enough well qualified applicants to enable enrollment to rise, the instructional costs per student at North Carolina College would be much higher than at the University of North Carolina. There is, however, no way the state can justify the continuation of its present practice of maintaining two law schools a few miles apart which offer markedly different educational opportunities to students who must compete in the same society.

We wish to make it clear that our recommendations do not in any way indicate a lack of support by the Board of Higher Education for North Carolina College or the other traditionally Negro colleges (see Chapter X). We have great confidence in the administrative and academic leadership of North Carolina

College and urge for it and the other traditionally Negro colleges a level of support and development which is unprecedented. In Chapter XV we recommend that North Carolina College be designated a regional university by the 1969 General Assembly.

CHAPTER VII

OTHER SPECIAL ACADEMIC AREAS

A number of activities closely related to academic degree programs must be considered if the programs are to make the greatest possible contribution to the citizens and the State of North Carolina. These related activities are accreditation, extension and continuing education, educational television, interinstitutional cooperation, and the student contract program of the Southern Regional Education Board.

I. ACCREDITATION*

There is widespread misunderstanding concerning what constitutes accreditation in colleges and universities. Accreditation is a voluntary, nongovernmental means of establishing minimum standards for academic programs. There are two types of accreditation: general accreditation of institutions of higher education and accreditation of specialized programs offered by colleges and universities in certain undergraduate and graduate professional areas.

Institutional accreditation. General accreditation of institutions is conducted by six accrediting associations, each operating within a geographic region of the country. Membership in these regional accrediting associations consists of the institutions in the region which are accredited. Although membership is voluntary, experience has shown that most institutions, recognizing a responsibility to each other and to society to have high standards, seek accreditation and membership in the appropriate regional accrediting association.

---

*This section is adapted from a Board of Higher Education study, Accreditation of North Carolina Colleges and Universities, made with the assistance of Richard H. Leach (see Appendix P).

North Carolina comes within the jurisdiction of the 11-state Southern Association of Colleges and Schools, with headquarters in Atlanta.* The Commission on Colleges of that association "considers its principal concern in accreditation to be the improvement of educational quality" in the colleges and universities of the Southern region. To that end it has established standards which member institutions are expected to meet or exceed for accreditation. The standards represent the view of the member institutions themselves as to what constitute the minimum resources necessary in order for an institution to offer educational programs of acceptable quality. The standards differ for two-year colleges, four-year colleges, and institutions offering graduate work. In all types of institutions the standards cover the following subjects:

institutional purpose
institutional organization and administration
focus of an institution's educational program
financial resources
faculty preparation, appointment, retention, and growth
library resources
student personnel services
physical plant
special activities carried on in connection with educational purpose
special strengths and facilities for graduate programs
policy toward research

The Commission on Colleges emphasizes that

> meeting each Standard is not all that is required for accreditation by and membership in the Southern Association. Assuredly, the Commission is interested in qualifications of faculty, the state of academic freedom, library size, and numerous other educational factors in an institutional

---

*795 Peachtree Street, N.E., Atlanta, Georgia 30308.

> operation. It is finally concerned, however, with the totality of effort, and the atmosphere in which it is carried on. The assessment of this totality overrides smaller considerations as the decision is approached whether or not to confer or to retain membership. (Standards, p. 12.)

When an institution applies for the first time for accreditation and association membership or for review of its status, it is required to conduct a self-study to determine how it measures up to the association's standards. The self-study report then becomes the basic document for use by a visiting team which is appointed by the Commission on Colleges of the association to evaluate the institution and to report to the commission. This process of self-study and careful evaluation by a visiting team serves as a stimulus to an institution, and to those responsible for providing it with support, to improve its programs and procedures. A developing institution in particular benefits from the necessity of attaining minimum standards. In addition, the accreditation process serves to assure the public that a college or university is at least at a minimal level of quality.

Once an institution is accredited by the association, it is not expected to remain at the minimal level. The commission assumes that the educational process is dynamic and that an institution either improves or deteriorates. Hence the commission regularly re-evaluates institutions on a 10-year cycle and makes such special evaluations in the interim as may be needed.

Fifty-six senior colleges and universities in North Carolina are accredited by the Southern Association of Colleges and Schools, including 15 of the 16 public senior institutions. The North Carolina School of the Arts, established by the General Assembly in 1963, has not been in operation long enough to be eligible for accreditation. Most of the institutions have had their accreditation reaffirmed by the Southern Association within the past few years. North

Carolina College at Durham, Pembroke State College, and Winston-Salem State College are currently being re-evaluated. Because the Southern Association requires an institution to have operated for a specified minimum period before it is eligible for accreditation, only two of the 13 public community colleges, as of December 1967, had been accredited. All of the others, however, are working toward accreditation.

We point out in the section on faculty preparation in Chapter IX that six of our public senior institutions, although now accredited, do not actually meet the minimum standards for faculty preparation. Some of the predominantly Negro colleges, in particular, require assistance if they are to reach or surpass the minimum standards set for accreditation. Financial support must be provided sufficient to ensure that all accreditation standards are met and maintained.

The North Carolina Association of Colleges and Universities performs an institutional accreditation function within the state. It admits colleges and universities to membership only after an initial visitation and evaluation, and periodically thereafter determines if member institutions continue to meet the minimum standards of the association. The association's standards are generally less demanding than are those of the Southern Association. Fifty-eight colleges and universities were members of the North Carolina Association of Colleges and Universities in 1967, including 15 of the 16 public senior institutions and three community colleges. The North Carolina School of the Arts, being too new to qualify for membership, was the only exception among senior institutions.

Program accreditation. The other type of accreditation in higher education, the accreditation of specialized programs, developed out of the concern of individual professions about the quality of programs of study in their professional areas and out of their desire to protect the public against incompetence. Begun by the American Medical Association in 1906, specialized accreditation of professional schools and programs is now a function of national organizations in the following 33 professional or sub-professional areas:*

Architecture
Art
Business
Chemistry
Community health education
Dental assisting
Dental hygiene
Dental technology
Dentistry
Engineering
Engineering technology
Forestry
Journalism
Landscape architecture
Law
Librarianship
Medical record librarianship
Medical technology
Medicine
Music
Nursing
Occupational therapy
Optometry
Osteopathy
Pharmacy
Physical therapy
Psychology
Public health
Social work
Speech pathology and audiology
Teacher education
Theology
Veterinary medicine

About 1,400 colleges and universities have joined together to establish the National Commission on Accrediting which grants recognition to organizations that are deemed qualified to perform the accrediting function in specialized areas. Not all professional organizations that have taken on accrediting functions have been recognized by the National Commission.

Programs in 28 professional areas have been accredited in North Carolina's colleges and universities. Just as regional accrediting associations have upgraded institutional quality, so the specialized accrediting organizations have in general fostered continuing institutional improvement and have also helped relate professional education more closely to practice in the professional field. Professionally accredited programs are concentrated in only a few of the public and private colleges and universities in North Carolina. There are many non-accredited specialized programs in the state in fields in which accreditation is available. In those cases professional accreditation should be sought.

---

*National Commission on Accrediting, List of Recognized Accrediting Agencies, September 1968. (Pamphlet).

Mention should also be made of the approach used in North Carolina in accrediting teacher education programs. All institutions preparing teachers and other school personnel must periodically secure approval of their programs from the State Board of Education in order for their graduates to secure North Carolina teaching certificates. At present all public senior institutions in the state which have teacher education programs are approved. Some of those approved, however, have had difficulty in meeting the minimum standards.

We recommend:

1) that all North Carolina institutions seek and maintain accreditation by the regional accrediting association and also by all appropriate and recognized professional accrediting organizations; and

2) that the General Assembly make available sufficient resources to enable the public institutions to achieve these objectives.

Any professional program which the state authorizes and funds should be of sufficient quality to meet the minimum standards required for specialized accreditation. Whenever a program cannot meet those standards, it should either be provided the additional support necessary or consideration should be given to discontinuing it.

II. EXTENSION AND CONTINUING EDUCATION

Although the central function of most institutions of higher education is the offering of academic degree programs for resident students, colleges and universities also render important public service through extension and continuing education. Off-campus credit courses, correspondence and television courses, and various non-credit courses and activities including workshops, conferences, and institutes in professional education and in general education, all serve the continuing educational needs of citizens throughout the state. These activities are usually scheduled at hours and locations convenient for part-time students who cannot or who do not desire to enroll as full-time students.

As all are aware, knowledge in many fields has been advancing at a phenomenal rate. This increase along with the rapidly changing character of society, the impact of urbanization, the shifting requirements resulting from technological changes, and the transition from an agrarian to an industrial state have all contributed to the need for a great expansion of continuing educational opportunities for adults. It is no longer possible for a person to prepare adequately, through undergraduate or even graduate education, for a lifetime career. Education is a lifelong process and the knowledge and competence acquired early in life must continuously be brought up to date. Many adults find that to be promoted or even to retain their jobs they must expand or extend their educational background. In addition, there are special educational needs of school dropouts, the culturally deprived, and the aging, as well as personal educational needs of others who seek an opportunity to improve themselves and their way of life.

An assessment of the needs of adults for continuing education is extremely difficult, and additional study is needed to determine the extent and type of education appropriate for the various adult segments of society. An indication of the needs for continuing education in the state is found in the 1960 census. In North Carolina at least 380,000 adults 25 years of age and over have completed fewer than five years of school, an additional 791,000 have never entered high school, and 397,000 more have not completed high school. Across the state there are as many adults over 25 years of age who have not completed the ninth grade as there are who have gone beyond it.

The North Carolina General Assembly has by statute authorized the University of North Carolina and the regional universities to carry out public service functions. The role of the public four-year colleges with respect to public service activities is less clear. The community colleges are authorized by the statutes to "offer courses in general adult education." The following excerpts from the North Carolina General Statutes deal with the responsibilities of the Board of Higher Education, the University of North Carolina, and the regional universities with reference to continuing education and other public service activities:

116-158. Powers and duties generally [of the Board of Higher Education].

> ...The primary function of the Board of Higher Education shall be to plan and coordinate the major educational functions and activities of higher education in the State and to allot the functions and activities of the institutions of higher education...

116-15. Functions of the University [of North Carolina].

> ...The University shall extend its influence and usefulness as far as possible to the persons of the State who are unable to avail themselves of its advantages as resident students, by extension courses, by lectures, and by such other means as may seem to them most effective.

116-44.10. Regional Universities.

> ...Said institutions may...extend their influence and usefulness as far as possible to persons of the area provided

> by the institutions who are unable to avail themselves of their advantages as resident students, to extension courses by lectures, and by such other means as may seem to them most effective, and such other programs as are deemed necessary to meet the needs of their constituencies and of the State and as shall be approved by the North Carolina Board of Higher Education, consistent with appropriations made therefor.

Several federally-supported programs have, in the past three years, stimulated and promoted extension and continuing education programs in colleges and universities. Title I of the Higher Education Act of 1965 provides matching federal funds to institutions for community service and continuing education programs. Title VIII of the Housing Act of 1964 provides funds for pre-service and in-service training of technical and professional persons who are employed by government for community development. The State Technical Services Act of 1965 is designed to disseminate technical knowledge and information on business, engineering, and scientific subjects. The Adult Education Act of 1966 provides funds to state education agencies to improve the basic education of citizens through occupational training for more profitable employment and to help them become more productive and responsible citizens.

Two-thirds of the 71 institutions of higher education in North Carolina currently conduct extension or continuing education activities in one form or another. Within the next few years several additional institutions plan to undertake such programs. The public two-year and senior institutions are more heavily committed to extension and public service functions than are the private institutions, particularly the private junior colleges. The trend, however, is one of increasing involvement by all of North Carolina's institutions, public and private.

Off-campus courses for credit were offered in 114 locations during the 1967-68 academic year by six public senior institutions of higher education. There were 23,360 course registrations in 430 off-campus credit courses, with many students enrolling in two or more courses. Many of these courses were conducted at multiple locations and during two or more school terms. Although approximately 50 percent of these credit courses were offered in the field of education, courses were also conducted in 22 other subject areas. Twenty-eight percent of these courses were at the freshmen and sophomore level, 24 percent at the junior and senior level, and 48 percent were graduate courses. All of these credit courses were self-supporting, primarily through fees paid by students.

Exclusive of the Cooperative Agricultural Extension Service at North Carolina State University, all extension and continuing education programs offered by the public senior institutions, whether credit or non-credit, are essentially self-supporting. State appropriations only partially cover the administrative expenses at the public institutions having extension programs. Several of these receive no General Fund appropriations for extension and public service. The 1962 Report of the Governor's Commission on Education Beyond the High School stated that

> one of the principal limitations of the effectiveness of current extension programs arises from the fact that they are generally required to be financially self-supporting. We do not believe that this policy will ever enable extension programs to achieve their maximum usefulness. Extension instruction is a proper function of the public senior institutions...

The Report recommended:

> ...that the State finance on-campus extension instruction on the same basis as other on-campus instruction for college credit, beginning with the 1963-65 biennium, and that the same policy be extended to non-contract, off-campus extension instruction at the earliest practicable time.

We concur in this recommendation of the Governor's Commission, which has not been fully implemented. Funding for extension and continuing education remains inadequate.

We therefore recommend that the state finance non-contract, off-campus instruction for college credit on the same basis as on-campus instruction for college credit is financed, beginning with the 1969-71 biennium. Despite the lack of sufficient state support for this function, substantial results have been attained by the North Carolina public institutions of higher education in extension and continuing education. Problems in addition to inadequate funding exist, however, and there is great need for overall planning and coordination. Institutions, with statutory authority, conduct extension and continuing education programs whenever and wherever there is sufficient demand and when funds, through appropriations, student fees, or subsidies by federal grants, foundations, or other outside organizations, permit the conduct of the programs. The clientele in the majority of programs is limited to those who can afford to pay for the services.

There are no definitions of extension, continuing education, and adult education which are accepted and applied uniformly by the institutions. Statistics on participation among institutions are often not comparable and are subject to misinterpretation because of the absence of accepted definitions. Statewide policies on extension and continuing education do not now exist in North Carolina. The increased demand for continuing education, the influx of federal funds for this purpose, and the uneven participation on the part of the institutions make it advisable that statewide policies be established.

The Board of Higher Education has underway a major study of extension and continuing education to determine the extent of current offerings, the needs of the population, and the resources available for this purpose. This study is expected to lead to recommendations concerning support and coordination required to obtain the maximum results. In the interim, all institutions are encouraged to respond to demonstrated needs for extension and continuing education programs to the extent their resources permit. There are indications that enrollment in extension and continuing education programs, if encouraged, supported financially, and publicized adequately, would equal or exceed the regular college enrollment.

III. THE USE OF TELEVISION IN INSTRUCTION*

The term "educational television" is used frequently to describe both technical and programming functions. It is applied both to the type of transmission utilized, either broadcast or closed-circuit, and also to the type of programming presented, either public television or instructional television.

Broadcast television is "open-circuit" transmission of signals through the air to homes and schools within range of the station. Through this open system the general public may gain direct benefit from the operation of the station. Within the existing technology a television broadcast channel can accommodate only a single program at a time.

Closed-circuit television (CCTV) provides a means whereby a television signal is distributed to receivers by cable. If the cable is extended throughout a building or campus, all television receivers connected to the system are able to receive the signal.

---

*This section is adapted from a Board of Higher Education study, _The Use of Television in Instruction in North Carolina Public Senior Colleges and Universities_ (in draft), made with the assistance of Edward R. McMahon (see Appendix P).

Broadcast educational television in North Carolina had its beginning in 1955, when the University of North Carolina initiated operation of WUNC-TV (Channel 4) at Chapel Hill. Production studios having microwave interconnect with the transmitter were developed on the campuses at Chapel Hill, Greensboro, and Raleigh. The station offered a daytime schedule of instructional programs for in-school viewing, while cultural and public service programs were presented for home audiences in the evening. Initially the elementary and secondary school schedule was produced by the University's School of Education. Later, with the aid of a Ford Foundation grant, the in-school program broadened its scope to include a number of public school systems, and in 1961 it became the responsibility of the State Department of Public Instruction.

The Governor's Commission on Educational Television in 1962 recommended the extension of educational television to other sections of the state. Subsequent sessions of the General Assembly have provided funding for the first two phases of a statewide television educational network. Legislative approval of the final phase has been given; however, additional funds will be required to extend television programs of the University of North Carolina Educational Television Network to the entire state by the early 1970's.

During the past four years there have been other significant developments in educational television in the state. One example is the activation in 1965 by the Charlotte-Mecklenburg Board of Education of a community educational television station, WTVI-TV (Channel 42). This station serves an area within a 40-mile radius, is independent of the state educational television network, and provides in-school instruction as well as cultural and informational programs. In addition, improvements in television equipment have made it possible for a number of other school systems, colleges, and universities to expand rapidly the development of a broad range of applications of closed-circuit television where signal distribution can be limited to a classroom, building, or campus. Paralleling the development of facilities and the improvement in technology is an increasing awareness of the instructional potential of television.

Against this background of expanding facilities, improved equipment, and new opportunities for instructional utilization, a number of problems become apparent. Foremost among these is the limited instructional use now being made of television in higher education. Related to this problem are the difficulties associated with the acquisition of incompatible equipment and the increasing influence of equipment manufacturers on the educational use of television.

Recognizing the need for a review of television's role in college and university instruction, the North Carolina Council on Higher Education for Adults recommended in October of 1966 that the Board of Higher Education "undertake in conjunction with its long-range planning for higher education a comprehensive study of educational television and how the medium can best be utilized for maximum educational benefit of the citizenry of the State."

The State Department of Administration later suggested that there were a number of problems affecting the purchase of equipment for educational television and noted that many of these questions could not be answered until some broad and basic policies were determined. It was also suggested that these policies should be determined at the highest level and by those who could view the long-range needs with respect to television.

As an outgrowth of these indications of interest, and of the concern of the University of North Carolina and other institutions, the Board of Higher Education in 1968 initiated a review of educational television in North Carolina colleges and universities. The study, under the general supervision of the Board, was conducted in cooperation with representatives of the University of North Carolina and other state institutions. The first part of the study provided an assessment of instructional television utilization, a description of the scope of existing facilities, and discussion of the plans for future development at the public senior institutions of higher education. Initially conceived as an assessment of on-campus instructional uses of television by North Carolina public senior institutions, the study was later expanded to include the University of North Carolina Educational Television Network and its relationship to the needs of other institutions.

Although marked differences exist between the uses made of television by the University network and the uses made by individual college teachers in their classrooms, the study in the end embraced both closed-circuit and broadcast television in order to get an overall view of the extent to which higher education makes use of the medium for communication and instruction.

Exclusive of the University of North Carolina Educational Television Network, 12 of the 16 public senior institutions report some instructional use of television. Television is most often used to supplement instruction within a format which also includes the conventional lecture, laboratory, or seminar. Three institutions, East Carolina University, the University of North

Carolina at Chapel Hill, and the University of North Carolina at Greensboro, report using television for total course instruction.

Twelve institutions indicate that television is used in conjunction with other methods of teaching in 88 courses involving 8,234 students. The medium is used to present demonstrations at 10 of the institutions; it is used for classroom observation or student evaluation at eight. Another five have small systems for image magnification in support of biology and life science instruction. Other forms of utilization include repetition of classroom lectures, teacher self-evaluation, patient treatment, enrichment, and audio-visual drills. Many of these supplementary uses of television involve portable video tape recording equipment.

Approximately two-thirds of the total capital investment in television by institutions of higher education in the state is committed to the University of North Carolina Educational Television Network. This network provided instruction for more than 77,000 elementary and secondary school students during the 1967-68 academic year. Extensive public and cultural affairs programming is also included in the broadcast schedule. There is increasing use of the network for adult, professional, and industrial retraining, with programs of this nature currently under way in cooperation with the community colleges and other state agencies. Inadequate funding of program production has made it difficult to reach all of the many expectations of the public and of the educational community.

Other conclusions resulting from the Board's study of the current use of television in instruction in the public senior colleges and universities follow.

1. Available research suggests that college and university students learn from television about as effectively as they do from traditional lecture/demonstration methods. This generalization must be qualified, however, by consideration of the effect that motivation and maturity have on the television learning experience in particular situations.

2. In terms of the commitment of funds, time, and effort, television does not serve a significant instructional function in North Carolina higher education at the present time.

3. Fewer than half of the public senior institutions have established management procedures specifically concerned with the operation of television or other electronic information handling and presentation systems. Effective planning requires that colleges and universities address themselves to the question of local management and organization of television and similar learning resources, in order to insure that available structures, personnel, and funds are used most effectively. It appears that the effective use of television is too often the result of exceptional individual effort and leadership, rather than of careful institutional organization and planning.

4. There is evidence of strong faculty and administrative support for the development of statewide policies and priorities for the orderly growth of all the uses of television in institutions of higher education. It was urged that a central agency not assume a role which would unnecessarily emphasize detailed operation or restrict institutional flexibility in responding to local instructional needs. A cross section of persons at institutions outside the Consolidated University also expressed a desire to have greater participation in the planning and use of the state television network.

5. Within the past year there has been a rapid increase among all segments of higher education in the use of the small classroom-oriented video tape recorder and television camera to support a broad range of special instructional functions.

6. Virtually all public senior institutions plan to improve or add to their television production capabilities, although the need for funds for scientific and educational equipment, faculty salaries, and sabbatical leaves receives a higher order of priority.

7. Faculty participation in determination of policies on the use of television is growing and is evident in more than half of the public senior institutions.

8. Television has not been a factor in fostering interinstitutional instructional programs between or among North Carolina colleges and universities.

9. Administrators and faculty members of the colleges and universities are concerned about the influence state purchasing procedures may have on instructional programs. They are anxious that fiscal and administrative decision-makers allow the time and flexibility needed for the full development of the potential of television as a medium of instruction.

The first part of the study of television in higher education was essentially, as has been indicated, a survey of existing facilities and practices in the state. The second part of the study will be initiated by the Board of Higher Education, in cooperation with the University of North Carolina and the other institutions and agencies concerned, in an attempt to reach consensus among the institutions and agencies on appropriate steps to achieve optimum development and use of educational television. A statewide conference will be convened during the 1968-69 academic year to review the implications of the survey and to make recommendations to the state and to the institutions, public and private, for the further development and use of this medium in higher education.

IV. INTERINSTITUTIONAL COOPERATION*

As suggested in the preceding chapter, colleges and universities in North Carolina as elsewhere are increasingly entering into cooperative arrangements to increase their effectiveness as economically as possible. Through such cooperation two or more institutions voluntarily work together for the benefit of each at minimum cost and without appreciably sacrificing institutional autonomy. Collectively they are able to provide better educational services than would be possible individually.

The many ways in which cooperation takes place include student and faculty exchange and joint participation in research, use of facilities, administration, public service, and in the purchasing of services and materials.

Interinstitutional cooperation is conducted through a variety of arrangements. Formalized through correspondence or contract, they are described variously as consortia, compacts, associations, federations, agreements, programs, plans, centers, councils, institutes, unions, or boards. A few are highly organized and are administered by central office staffs. Most are administered by faculty or staff members of the participating colleges.

---

*This section is adapted from a Board of Higher Education study, Interinstitutional Cooperation in North Carolina Colleges and Universities (in draft), a survey made with the assistance of J. Stuart Devlin (see Appendix P).

Interinstitutional cooperative arrangements may be bilateral or multilateral. Appalachian State University and Indiana University engage in a typical bilateral cooperative program. In combination the two institutions provide courses which comprise a program in professional education leading to a doctorate at Indiana University. A consortium for revitalizing freshman-sophomore programs in physics at 20 small colleges is an example of a multilateral arrangement.

Interinstitutional cooperation in North Carolina ranges in geographic coverage from a single city or area of the state to other states and countries. An example of cooperation within a single city is the Raleigh consortium of five private colleges and North Carolina State University. This consortium makes it possible for a student to take courses which are not available at his own institution but which are offered by one of the other institutions in the group. Another phase of this consortium's work is a pilot library project to compile a complete bibliographic list of American history resources held by the cooperating Raleigh colleges.

The Piedmont University Center (Winston-Salem) is an example of a consortium which covers a broader area of the state. In this pioneer arrangement 20 senior colleges and universities, public and private, have joined together to administer a number of cooperative programs, one of which is a program under which each member institution makes available the services of several of its leading scholars to the other institutions. Other examples of formally organized consortia in the state are the Association of Eastern North Carolina Colleges (Raleigh), composed of 15 institutions; the Council on Christian Higher Education of the North Carolina Baptist State Convention, consisting of seven institutions; and the Coordinating Council of the Western North Carolina Conference of the Methodist Church, composed of four institutions.

One of the promising newer types of cooperation links institutions of higher education with business and industry. The Research Triangle Park brings together Duke, North Carolina State University, the University of North Carolina at Chapel Hill, and business and industry in an arrangement through which all of them share in research, teaching, and consultation to their mutual benefit.

There are many examples of institutional cooperation which are statewide. The North Carolina Computer Orientation Project of the Board of Higher Education makes it possible for public and private colleges over the state, through telephone lines and remote teletype terminals, to use the powerful IBM 360/75 computer located at the Triangle Universities Computation Center. Another example of statewide interinstitutional cooperation is the Title I program of the Federal Higher Education Act of 1965. Under this Title, administered and coordinated by the Board of Higher Education, the community service and continuing education resources of the public and private institutions are brought to bear in the solution of urgent community problems in such areas as employment, health, government, and economic development.

The Southern Regional Education Board* pioneered cooperation among colleges and universities on a regional basis. SREB was established in 1948 through an interstate compact to provide student exchange programs among the 16 member states and to engage in higher educational research and planning with states throughout the region.

---

*See Section V of this chapter.

The Regional Education Laboratory for the Carolinas and Virginia (Durham), has created two "institutional research" and "educational development" consortia of 19 public and private senior colleges and universities and nine junior and community colleges in this three-state region. There are 20 Regional Education Laboratories in the nation, federally funded under provisions of Title IV of the Elementary and Secondary Education Act of 1965. This REL is the only one of the 20 focusing on higher education.

Interinstitutional cooperation has been encouraged and assisted through such federal legislation such as the National Defense Education Act of 1958 and the Higher Education Act of 1965, which under certain circumstances give priority to projects involving more than one institution.

An example of North Carolina involvement in interinstitutional cooperation on an international scale is the arrangement, supported financially by the Agency for International Development, between North Carolina State University and Universidad Agraria in La Molina, Peru. International cooperative arrangements should be greatly stimulated when Congress implements the International Education Act.

Many forces have contributed to the rapid increase in cooperative activities among colleges and universities within the past few years. Colleges, desirous of maintaining and enhancing the quality of the social and intellectual life in their communities and on their campuses, and faced with pressures of increasing enrollment, rising costs, the expansion of knowledge, and shortages of personnel and equipment, have recognized in interinstitutional cooperation a means of supplementing their limited resources. Significant cooperation among institutions is a relatively recent development in the United States, but within the past decade cooperative endeavors have multiplied rapidly; in 1966 the United States Office of Education inventoried over 1,000 consortia in the nation.

The purpose of the Board of Higher Education's comprehensive survey of *Interinstitutional Cooperation in North Carolina Colleges and Universities* was to determine the extent of formal cooperation among the institutions and to develop an inventory of cooperative programs in which North Carolina institutions participate or plan to participate. The Board conducted the study with the assistance of an advisory committee of representatives of institutions and of other organizations having a special interest in this subject. The Board plans to continue this group as an on-going advisory committee on interinstitutional cooperation.

The survey identified 233 cooperative arrangements in which North Carolina colleges and universities participate. Most were bilateral arrangements only. Only 12 of the institutions in the state were not involved in interinstitutional cooperation. The number of arrangements in which each college and university in North Carolina participates is as follows:

Public Institutions

University of North Carolina

N. C. State University	64	University of North Carolina at Charlotte	2
University of North Carolina at Chapel Hill	61	University of North Carolina at Greensboro	8

Senior Colleges and Regional Universities

Appalachian State University	4	North Carolina College	8
Asheville-Biltmore College	3	N. C. School of the Arts	5
East Carolina University	5	Pembroke State College	6

Elizabeth City State College	2	Western Carolina University	4
Fayetteville State College	3	Wilmington College	5
North Carolina Agricultural and Technical State University	12	Winston-Salem State College	10

Community Colleges

Central Piedmont Community College	3	Rockingham Community College	4
College of the Albemarle	0	Sandhills Community College	1
Davidson County Community College	0	Southeastern Community College	3
Gaston College	2	Surry Community College	0
Isothermal Community College	0	Wayne Community College	0
Lenoir County Community College	0	Western Piedmont Community College	2
		Wilkes Community College	0

Private Institutions

Senior Colleges and Universities

Atlantic Christian College	3	Livingstone College	2
Barber-Scotia College	4	Mars Hill College	3
Belmont Abbey College	7	Meredith College	9
Bennett College	8	Methodist College	3
Campbell College	5	North Carolina Wesleyan College	3
Catawba College	3	Pfeiffer College	5
Davidson College	3	Queens College	4
Duke University	118*	Sacred Heart College	1
Elon College	4	St. Andrews Presbyterian	6
Greensboro College	6	St. Augustine's College	13
Guilford College	5	Salem College	4
High Point College	7	Shaw University	14
Johnson C. Smith University	2	Wake Forest University	6
Lenoir Rhyne College	3	Warren Wilson College	3

Junior Colleges

Brevard College	4	Montreat-Anderson College	3
Chowan College	4	Mount Olive Junior College	4
Gardner-Webb Junior College	2	Peace College	3
Kittrell College	0	St. Mary's College	3
Lees-McRae College	1	Southwood College	1
Louisburg College	3	Vardell Hall	0
Mitchell College	2	Wingate College	4

The Board survey also revealed that the following varied activities are conducted among the colleges and universities through the 233 cooperative arrangements:

---

*Sixty-four of these are bilateral arrangements between Duke University and other institutions concerning Duke's program in forestry.

Undergraduate education	86
Professional education	60
Program planning	55
Graduate education	49
Faculty development	48
Joint research	42
Seminars	38
Visiting scholars	35
Facilities	33
Library development and use	32
Faculty exchange	32
Institutes	29
Public service programs	24
Student exchange	24
Student recruitment	22
Continuing education	21
Computer use	16
Joint enrollment	15
Overseas program	15
Administrative exchange	15
Cultural exchange	13
Non-western studies	13
Telephone consultations	13
Fund raising	12
Joint student affairs	12
Central library acquisitions	10
Fee waivers	8
Purchasing	7
Television/radio	4
Collection of student loans	1

In addition to their present involvements in interinstitutional cooperation, the institutions expressed a desire to expand or initiate cooperative work in several areas. The areas and the number of institutions are as follows:

Joint use of faculty	47
Academic programs	36
Cultural exchange	36
Developing institutions	34
Reciprocal course exchange	28
Cooperative research	27
Community action	27
Facilities and resources	26
Student exchange	24
Overseas program	24
Continuing education	23
Cooperative administration	23
Contract/special resources	22

The participation of North Carolina institutions in such a large number of cooperative arrangments indicates that interinstitutional cooperation is a sound means for alleviating some problems related to quality and economy. It strengthens the total structure of higher education and can be especially helpful to the smaller colleges, private and public. The Board of Higher Education has assembled extensive information on interinstitutional cooperation across the country and on cooperative arrangements in this state. This valuable inventory is available to the institutions in the state and should be referred to on a continuing basis as initial and additional cooperative programs are considered.

The Board of Higher Education survey revealed that there is less cooperation than might have been expected or is desirable among institutions of similar types. This fact suggests that institutions comparable in level and in scope may be overlooking a valuable means of strengthening and enriching their programs. In the belief that higher education in North Carolina can be strengthened further through more extensive interinstitutional cooperation,

we recommend:

1) that each college consider carefully the possibility of cooperation with other institutions as a means of improving quality and expanding services economically; institutions located near other institutions, as in Charlotte, Durham, Greensboro, Raleigh, and Winston-Salem, have special advantages due to proximity, but no college in North Carolina is more than an hour's drive from at least one other, and all can benefit from interinstitutional cooperation;

2) that public institutions work closely with private colleges and universities in mutually beneficial ways; the cooperative arrangement among the six public and private institutions in Raleigh under which each contributes or purchases services from others, results in educational enrichment as well as economy for all the institutions and should be emulated, where feasible, by other colleges and universities; and

3) that the larger universities, public and private, which have the greater resources, actively seek cooperative relationships with smaller and developing institutions; not only will such joint efforts help the smaller colleges, but the universities will also benefit, often in unexpected ways.

V. SOUTHERN REGIONAL EDUCATION BOARD

Higher education in North Carolina has profited in a number of significant ways from the activities of the Southern Regional Education Board. This Board, with headquarters in Atlanta,* was created through interstate compact by the southeastern states in 1948. SREB has been instrumental throughout the region in improving channels of communication between and among governors, legislators, and educators. Its services range from research, publication, and public information programs to consultations, conferences, and workshops. SREB has been a catalyst in the continuing process of change in higher education. It has pioneered programs in nursing education, the computer sciences, instructional television, social and economic development, the training of teachers for the handicapped, and some 50 other areas of need.

A major activity of SREB has been its contract program with states, under which students cross state lines within the region for courses usually not available in their home states and take these courses at the rates charged to residents of the offering state. These contract programs administered by SREB have produced over 4,000 doctors, 5,500 dentists, 6,500 veterinarians, and 550 social workers, special education teachers, and public health administrators in the past 20 years.

Since 1949 North Carolina has purchased instructional services in certain programs of high cost but of moderate enrollment demands. Through contracts with SREB, North Carolina is now sending students to selected out-of-state institutions for training in medicine, dentistry, veterinary medicine, social work, and special education, and through SREB it pays to the training institution a set fee for each student. Training in actuarial sciences is also purchased, under a tuition aid contract. North Carolina is a seller to other states of training in public health, library science, and forestry.

---

*130 Sixth Street, N.W., Atlanta, Georgia 30313.

Certain North Carolina institutions have been assigned the responsibility of certifying students and distributing information about SREB programs. The budget for the SREB programs in the state is administered by the Board of Higher Education, with $361,400 appropriated for the state's participation during the 1967-69 biennium.

The enunciation and periodic review of the region's goals in higher education by the Southern Regional Education Board, its assistance to the states in planning and coordinating systems of institutions, and its factual reports on the South's achievements in relation to national standards have helped all the member states to expand and improve opportunities for growing numbers of college students.

We recommend that North Carolina continue its participation in the student exchange program through contracts with SREB and investigate the possibility of entering into contracts in additional areas where it would be advantageous to the state to do so.

CHAPTER VIII

LIBRARIES

The libraries in most of the colleges and universities in North Carolina suffer from severe deficiencies in holdings, shortages in qualified personnel, and inadequate space. The problems faced by the libraries result in large part from recent increases in numbers of undergraduates, graduate students, and faculty, from the expansion and proliferation of academic programs, the phenomenal increase in the number of books and periodicals published in recent years, the high deterioration rates of existing holdings, and generally inadequate financial support. College and university administrators and governing boards are aware of library deficiences and are struggling to remedy them. The General Assembly has also recognized the problems, as illustrated by recent appropriations for some new library buildings. The problems remain severe, however, and they cannot be resolved without a great deal more attention and support.

The major criteria for judging the adequacy of a library are its holdings, its personnel and its physical facilities. These subjects, along with library usage, financial support, the impact of technology, and the need for cooperation among libraries, are discussed in this chapter.*

I. HOLDINGS

There are two basic types of libraries on college and university campuses: the "college library" which is used primarily by the undergraduate student, and the "university library" which is designed to serve the needs of the developing scholar and the specialist and to support advanced instructional programs and research. Although both types of libraries in North Carolina have serious deficiencies, the situation is more critical in university libraries than in college libraries.

---

*This chapter is adapted from a Board of Higher Education study, Libraries in North Carolina Public Senior Colleges and Universities: Present Status and Future Needs (in draft), made with the assistance of Robert B. Downs (see Appendix P).

The three basic components of the holdings of a college or university library are books, periodicals, and government publications. The Association of College and Research Libraries suggests that for every book needed by a freshman or sophomore, two are needed by a junior or senior, three for honors programs, and four at the graduate level. A widely utilized formula for determining library needs indicates that in every area of concentration a master's degree candidate requires more than nine times as many volumes to draw upon as an undergraduate, and a doctoral candidate more than eight times as many volumes as a master's candidate.*

The number of volumes held by most public college and university libraries in North Carolina is markedly deficient. The Association of College and Research Libraries concludes that no library can be expected to give effective support to the instructional program of a college with 600 or fewer undergraduate students without at least 50,000 carefully chosen volumes, and that as student enrollment increases, additional volumes are necessary in the ratio of 10,000 volumes for each additional 200 students.

---

*See Verner W. Clapp and Robert T. Jordan, "Quantitative Criteria for Adequacy of Academic Library Collections," _College and Research Libraries_, September 1965, pp. 371-80. The Clapp-Jordan formula has seven variables, expressed in terms of volumes, as follows: to a basic undergraduate library collection of 50,750 volumes, add 100 volumes for each full-time equivalent faculty member, 12 volumes for each FTE student, 12 volumes for each undergraduate honors student, 335 volumes for each field of undergraduate concentration or "major subject" field, 3,050 volumes for each field of master's concentration or equivalent, and 24,500 volumes for each field of doctoral concentration or equivalent.

On the basis of these minimum quantitative standards (see Table VIII), only five of North Carolina's public senior institutions met the requirements for college undergraduate libraries in the 1967-68 academic year: the University of North Carolina at Chapel Hill, the University of North Carolina at Greensboro, North Carolina Agricultural and Technical State University, North Carolina College, and Asheville-Biltmore College.* When higher quantitative standards for university libraries are applied to the four campuses of the University of North Carolina and to the four regional universities, the library holdings in only two of these eight institutions approach the standard--the University of North Carolina at Chapel Hill and the University of North Carolina at Greensboro.

The North Carolina public college and university libraries do not compare favorably with those of the private institutions in the state in the number of volumes per full-time equivalent student (see Figure 7). It should be a matter of high priority to eliminate deficiencies in library collections at all of the institutions as rapidly as possible. Wherever appropriate, the librarians of the colleges and universities, working cooperatively with the faculties of their institutions, should utilize standard lists prepared by outstanding specialists in choosing titles to strengthen their holdings qualitatively.

The University of North Carolina at Chapel Hill has one of the major libraries in the nation. Its holdings as of June 30, 1967, ranked fourth among university libraries in the South, 12th among public institutions generally, and 24th among all university libraries in the country. A

---

*The library of the North Carolina School of the Arts is excluded from the remarks in this chapter because of the special purpose of that institution.

TABLE VIII

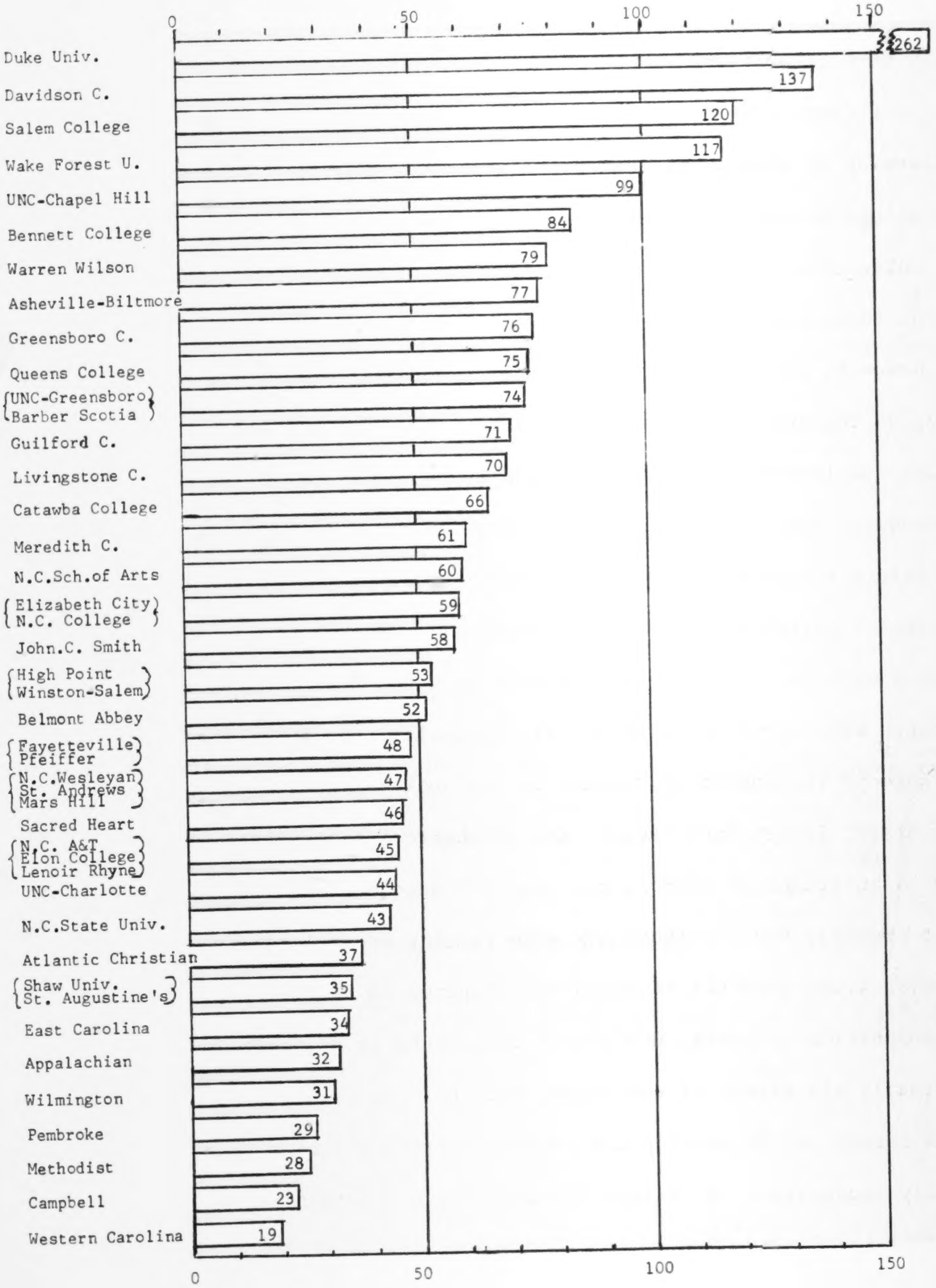
HOLDINGS OF NORTH CAROLINA PUBLIC COLLEGE AND UNIVERSITY LIBRARIES COMPARED WITH ACRL STANDARDS AND DEFICIENCIES

Institution	Fall 1967 FTE Enrollment*	No. of Vols. June 30, 1968	ACRL Standard	Deficiency
University of N. C.				
N.C. State U.	9,294	426,304	480,000**	53,700
UNC-Chapel Hill	14,743	1,541,315	750,000**	-
UNC-Charlotte	1,721	92,524	107,500**	15,000
UNC-Greensboro	4,673	375,488	250,000**	-
5-Year Institutions				
Appalachian	4,624	161,624	250,000	88,400
East Carolina	8,914	328,552	465,000	136,500
N.C. A and T	3,715	261,944	200,000	-
N.C. College	2,934	171,754	160,000	-
Western Carolina	3,746	83,263	207,500	124,000
4-Year Colleges				
Asheville-Biltmore	571	52,171	50,000	-
Elizabeth City	934	59,105	67,500	8,400
Fayetteville	1,143	63,140	77,500	14,400
Pembroke	1,484	43,435	95,000	51,600
Wilmington	1,179	45,061	80,000	34,900
Winston-Salem	1,266	73,279	82,500	9,200

* The demands made on libraries, especially at the graduate level, may be more accurately reflected by a headcount of students than by "full-time equivalent" enrollment.

** Association of College and Research Libraries standards are not comparable for universities and are intended for four-year institutions with no or limited master's programs.

Figure 7. Number of Bound Volumes Per Full-Time Equivalent Student in North Carolina Public and Private Senior Colleges and Universities, 1967



conservative estimate places the value of its holdings in excess of $20 million. A statewide asset, it stands alone among the libraries of public institutions in the state and is excelled in North Carolina only by the library at Duke University.

The library deficiencies at North Carolina State University, however, are alarming in view of its extensive graduate programs. Altogether 35 doctoral and 54 master's degree programs are now offered at North Carolina State University in agriculture and engineering, in the biological and physical sciences, and in several of the social sciences. As of June 1968, however, the North Carolina State University library was deficient by 903,746 volumes based upon a university standard that takes into account size and complexity of programs; it was over 50,000 volumes short of meeting the standards even for a four-year college of its size.

Library resources at North Carolina State University, with the possible exception of periodicals and microreproductions (see below), have not kept pace with the academic and research growth of the institution. In comparison with other major university libraries, the NCSU library is inadequate in the number of volumes in its book collection, in the size of its staff, in its book budget, and in physical facilities. Substantial increases in financial support are urgently needed if the library is to support properly the institution's wide-ranging educational programs in which over 4,000 graduate students are expected to enroll by 1975-76.

In addition to books, periodical literature is of basic importance in virtually all fields of education, and the need to build up full sets of back issues and to develop and improve current serial collections is generally recognized. A college library should maintain a minimum collection of 1,000 periodicals to provide adequate representation of the tens of thousands of magazines and scholarly journals being published today, while university libraries should be receiving a considerably larger number geared to their individual programs and needs. In terms of current subscriptions to periodicals reported by North Carolina's public colleges and universities, only the University of North Carolina at Chapel Hill and North Carolina State University are equipped to support a full range of university study and research, while only the libraries at the University of North Carolina at Greensboro and East Carolina University are in this respect sufficient to support master's level work. The other four public institutions which offer the master's degree (Appalachian State University, North Carolina Agricultural and Technical State University, North Carolina College at Durham, and Western Carolina University) have periodical holdings inadequate to support master's level work. Libraries at Elizabeth City, Fayetteville, Pembroke, Wilmington, and Winston-Salem also receive a low number of current periodicals.

Another type of material, microreproductions, is of increasing importance in university and research libraries. Microreproductions come in various forms--microfilm, microcard, microprint, and microfiche--all of which require the use of reading machines. The chief use of microreproductions is for research-type materials, otherwise unavailable, needed by faculty members and graduate students. In nearly all cases, originals are easier to use and preferable to microcopies. The United States Office of Education, in publishing library statistics, reports microforms separately and not as volumes.

Newly-established libraries, and particularly those in institutions which are rapidly developing into universities, can through these devices make rare and out-of-print materials available without the long delay which would otherwise be required in searching for original copies. Needed resources, such as rare books, large sets, documentary series, journal files, and newspaper files, frequently are available in no other medium. Some of the North Carolina college and university libraries are making considerable use of microforms, as is shown by the following data on microform holdings: the University of North Carolina at Chapel Hill, 280,441; North Carolina State University, 254,039; East Carolina University, 155,071; and the University of North Carolina at Charlotte, 48,981. Microreproduction holdings at the other public institutions are considerably less.

Government publications make up the third basic component of holdings in an adequate college or university library. At present all public senior institutions in the state except Elizabeth City, Fayetteville, North Carolina College, and Winston-Salem State College are depository libraries, and as such receive major publications of the Federal Government on a selective basis. Only the University of North Carolina at Chapel Hill has adequate collections of state and local government publications.

II. PERSONNEL

A second major criterion in judging the strength of a library is the quality and size of its staff. Without a competent staff, a library will offer inferior services. Salaries are the largest single item in the budgets of leading college and university libraries.

The adequacy of professional staff is reflected by the ratio of full-time equivalent students to the number of professional staff members.

The ratio accepted by Canadian academic librarians is one professional librarian to each 300 students; no specific standard has yet been adopted by American college and university librarians. Table IX shows the ratios of professional staff to full-time equivalent students in 15 public senior institutions in North Carolina.

Only five institutions--the University of North Carolina at Chapel Hill, the University of North Carolina at Charlotte, Asheville-Biltmore College, North Carolina College at Durham, and Wilmington College--meet the suggested 300 to 1 ratio of students to professional library staff members. The ratios at the libraries of four institutions--Appalachian State University, the University of North Carolina at Greensboro, Elizabeth City State College, and Winston-Salem State College--are marginal; the libraries at the remaining six institutions are seriously understaffed.

The standards* of the Association of College and Research Libraries state that

> the size of the staff will vary with the size of the institution, but three professional librarians constitute the minimum number required for effective service, i.e., the chief librarian and the staff members responsible for readers services and technical processes...in addition to the professional librarians, the library should have an adequate nonprofessional staff.

There should normally be two clerical workers for each professional librarian, or the equivalent in student assistance, though as a rule student help cannot be expected to perform as effectively as do competent full-time workers. While only Fayetteville State College fails to meet the minimum of three professional librarians, seven institutions (Appalachian,

---

*"Standards for College Libraries," College and Research Libraries, July 1959, p. 275.

TABLE IX

RATIO OF PROFESSIONAL LIBRARY STAFF TO FULL-TIME EQUIVALENT ENROLLMENT IN NORTH CAROLINA PUBLIC SENIOR COLLEGES AND UNIVERSITIES, FALL 1967

Institution	Fall 1967 FTE Enrollment	Number of Professional Library Staff*	Number of Students Per Professional
University of N.C.			
N.C. State U.	9,294	18	516
UNC-Chapel Hill	14,743	66	223
UNC-Charlotte	1,721	9	191
UNC-Greensboro	4,673	14	334
5-Year Institutions			
Appalachian	4,624	15	308
East Carolina	8,914	24	371
N.C. A and T	3,715	8	464
N.C. College	2,934	14	210
Western Carolina	3,746	7	535
4-Year Colleges			
Asheville-Biltmore	571	3	190
Elizabeth City	934	3	311
Fayetteville	1,143	2	572
Pembroke	1,484	4	371
Wilmington	1,179	5	236
Winston-Salem	1,266	4	317
TOTAL	60,941	196	311

* Full-time equivalent.

East Carolina, Elizabeth City, North Carolina College, Pembroke, Wilmington, and Winston-Salem) are deficient in the ratio of clerical assistance to professional librarians. Two libraries are inadequate both in professional and clerical staff--East Carolina University and Pembroke State College. In all libraries present staff, professional and clerical, cannot be expected to cope with the additional numbers of books which will be added and the additional demands for services which will be required between now and 1975. A cursory examination of the annual acquisitions needed,* for example, will indicate that there is a corollary need for additional personnel.

The need for library personnel is especially critical at North Carolina State University. A number of off-campus factors underscore the need there for substantial increases in library service, and hence in staff. With the industrial growth that is anticipated by 1976, it has been estimated that at least 2,600 firms (about one-fourth of the total in the state) will be calling upon the resources of the Technical Information Center of the North Carolina State University library. It is likely that this number will be even greater as the overall level of technology in industrial operations rises and industrial research efforts are expanded, as industry becomes increasingly aware of the existence and value of information services available at North Carolina State University, and as improvements in information transfer technology make faster, more effective service possible. Industrial extension services at North Carolina State University will, in all likelihood, also be expanded substantially. If these needs of industry are to be met satisfactorily, along with increasing needs of resident students and faculty, additional support will be required to permit expansion of the staff of the library.

---

*See Table XI.

While part-time assistance is of definite value, in a number of the colleges and smaller universities it appears that too much reliance is being placed on hourly-paid student assistants, instead of developing a strong, permanent clerical and professional staff. A sufficient number of clerical and other non-professional staff members should be added at such institutions to perform the routine tasks, in order to free the members of the professional staff for service to students and faculty and for performance of the other tasks which require the attention of specialists.

III. PHYSICAL FACILITIES

The third essential of a strong college or university library is proper space and equipment. Regardless of how excellent the book collection may be or how efficiently the library is run, a poorly-planned, crowded, badly-heated or ventilated building is a severe handicap to everyone who attempts to use it, reader and librarian alike.

Library space needs are of three kinds: accommodations for readers, book storage, and work rooms and offices for library staff. The major requirements, of course, are for reader and book space. There are generally accepted standards in these areas: seating should be provided for not less than 25 percent* of the current student enrollment; 25-30 square feet of floor space should be allowed for each reader; stack or other shelving space should be equivalent to one square foot for every 10 volumes (allowing room for expansion to 15 volumes per square foot); and there should be an average of 125 square feet of office or work space for each full-time staff member.*

---

*Minimum set by Southern Association of Colleges and Schools. The American Library Association recommends that seating space be provided for 33 percent of the students, while some library building consultants recommend seating space for as much as 40 percent of the enrollment.

The reader space which should be provided in a library will be affected by such factors as enrollment growth, the availability of efficient study space elsewhere on the campus including space in dormitories, the existence of departmental libraries, the number of students who commute to the campus, and the nature of the instructional program. As Table X indicates, seating facilities in only six of the public college and university libraries meet the minimum standard according to fall 1968 enrollment projections. Three of the six are in rapidly growing institutions, and their percentages will thus probably fall below the standard within the next few years unless additions are made to their facilities in the meantime.

It should be noted that at Appalachian State University, even with a new library building that was occupied in September 1968, the improvement will be only temporary. The seating capacity available still falls below the 25 percent minimum when measured against the expected fall 1968 enrollment.

The library expansion planned for North Carolina State University will provide seating for about 2,400 students. On the basis of a 25 percent minimum, this is adequate for an enrollment of only 9,600 and will be inadequate in terms of minimum standards when the building is completed.

Similar deficiencies exist in several of the libraries in stack space for books. Based on present holdings, the space available for books, and the maximum shelving capacity at 15 volumes per square foot, the libraries at the University of North Carolina at Greensboro, East Carolina University,

---

*Adapted from the standards of the Association of Colleges and Research Libraries and the American Library Association. See "Standards for College Libraries," College and Research Libraries, July 1959, pp. 274-280.

TABLE X

AVAILABLE READER SPACE AND DEFICIENCIES IN NORTH CAROLINA PUBLIC COLLEGE AND UNIVERSITY LIBRARIES, FALL 1968

Institution	Projected FTE* Enrollment Fall 1968	Reader Space ** Needed***	Reader Space ** Available	Percent Deficiency
University of N.C.				
N.C. State U.	9,178	2,294	900	61%
UNC-Chapel Hill	15,665	3,916	4,615	-
UNC-Greensboro	4,925	1,231	987	20
UNC-Charlotte	1,875	468	512	-
5-Year Institutions				
Appalachian	5,000	1,250	1,200	4
East Carolina	9,325	2,331	983	58
N.C. A and T	3,868	967	688	29
N.C. College	2,993	748	534	29
Western Carolina	4,100	1,025	437	57
4-Year Colleges				
Asheville-Biltmore	700	175	246	-
Elizabeth City	950	237	300	-
Fayetteville	1,200	300	264	12
Pembroke	1,500	375	291	22
Wilmington	1,140	285	600	-
Winston-Salem	1,250	312	342	-

* Full-time equivalent.

** In square feet.

*** Minimum suggested by the Southern Association of Colleges and Schools.

and North Carolina College are currently inadequate. At the present rates of growth of the particular institutions, the libraries at the University of North Carolina at Chapel Hill and at North Carolina State University will require more space for books within one to three years. At the recommended acquisition rates (see Table XI), additional book space will be required at nine institutions in two or three years.

Unless higher priority is placed on expanding library facilities, library space will become increasingly critical at a majority of the public colleges and universities in North Carolina. Three institutions which now have a critical need for more book and reader space have indicated plans to request funds for library expansion between now and 1975--the University of North Carolina at Greensboro, East Carolina University, and North Carolina College. Funding for these needs should be expedited.

The third type of library space required is work rooms and offices for library staff. Space for staff seems to be more generously provided than for books and readers in a majority of the North Carolina libraries, though conditions may change in the future as staffs grow; it should be added, however, that staff space is more difficult to add later than bookstacks and reading rooms. While the North Carolina College and Winston-Salem State College libraries are marginal in the work space for library staff, no institution is at present seriously deficient. The situation will be drastically different, however, at many of the institutions if they are adequately staffed to handle the job which will be demanded of them between now and 1975.*

In general the condition of college library buildings in North Carolina is good. Every public institution has had a new central library building

---

*See further discussion of Facilities in Chapter XIII.

TABLE XI
LIBRARY HOLDINGS AND RECOMMENDED ACQUISITIONS BY JUNE 30, 1975 FOR NORTH CAROLINA PUBLIC SENIOR COLLEGE AND UNIVERSITY LIBRARIES

Institution	Actual Acquisitions 1967-1968	Actual Holdings June 30, 1968	Estimated Acquisitions 1968-1969	Recommended Holdings by June 30, 1975	Recommended Annual Acquisitions 1969-1975	Total Cost of Acquisitions 1969-1975 (@ $10 Per Vol.)
University of N. C.						
N.C. State U.	26,662	426,304	72,000	1,150,000	109,000	$6,540,000
UNC-Chapel Hill	91,200	1,541,315	86,000	2,350,000	120,000	7,200,000
UNC-Charlotte	18,012	92,524	23,000	500,000	64,000	3,840,000
UNC-Greensboro	32,001	375,488	40,000	800,000	64,000	3,840,000
5-Year Institutions						
Appalachian	16,964	161,624	20,000	450,000	45,000	2,700,000
East Carolina	23,424	328,552	25,000	650,000	49,000	2,940,000
N. C. A. and T.	16,855	271,944	20,000	400,000	20,000	1,200,000
N. C. College	7,202	171,754	10,000	400,000	36,000	2,160,000
Western Carolina	13,763	83,263	20,000	425,000	54,000	3,240,000
4-Year Colleges						
Asheville-Biltmore	9,119	52,171	10,000	132,000	12,000	720,000
Elizabeth City	4,000	59,105	10,000	139,000	12,000	720,000
Fayetteville	2,077	63,140	10,000	143,000	12,000	720,000
Pembroke	3,381	43,435	10,000	141,000	15,000	900,000
Wilmington	8,331	45,061	10,000	139,000	14,000	840,000
Winston-Salem	6,825	73,279	10,000	153,000	12,000	720,000
TOTAL	279,816	3,778,959	375,500	7,972,000	638,000	$38,280,000

or a major addition since 1950, and at eight of them buildings have been erected since 1960. In a number of buildings, however, inadequate room was provided for growing student bodies and faculties and for expanding book collections. More careful attention to projections of enrollment may aid in forestalling such difficulties in the future. Every effort should be made to insure that adequate funds are available to construct buildings of sufficient size.

IV. USE OF LIBRARIES

Statistics on the use of libraries are generally suspect because they usually do not fully report all of the types of library usage. The use of open-shelf collections, for example, is largely unrecorded, and the use of photocopying services in lieu of the borrowing of books further distorts the statistics. Nevertheless, even though data are admittedly incomplete, recorded circulation is indicative of the extent to which students and faculty are utilizing the resources of a library.

Book circulation in college and university libraries is of two types, home and reserve. If home circulation exceeds reserve circulation, it is generally indicative of independent study and reading by students beyond rigid class requirements.

All of the libraries in North Carolina public senior institutions showed emphasis on home circulation as contrasted with reserve book reading during the academic year 1967-68. On a per capita basis, however, circulation in nearly all the libraries appears low. There are no generally accepted norms for student use, because such variable factors are involved as the hours libraries are open, whether the collections are on open or closed shelves, the size and character of the collections, the teaching methods prevailing, the rate of library growth, and the size and organization of the library staff. A minimum annual per capita circulation of 50 books, however, is considered a rough indication of a library's effectiveness. Some college and university libraries, where library use is encouraged and emphasized, have considerably higher averages. In six of the public senior institutions in North Carolina in the 1967-68 academic year the average circulation was less than 30 books per student, and in only six was the average above 40. The University of North Carolina at Chapel Hill and North Carolina College at Durham were the only institutions where the standard of 50 was exceeded.

Library use may be encouraged and increased in a number of ways, such as through the maintenance of close liaison between the faculty and library staff, effective instruction in the use of the library with particular attention to the orientation of new students, a constant supply of new books in the library and publication of information on the new books, extending the hours during which the library is open, extending lending periods, providing open shelving of books, and giving expert staff assistance to students and faculty. Student membership on library committees serves to stimulate communication of library news and services in a variety of ways, as does the regular publication of library news through newsletters, the campus newspaper, bulletin boards, and student organizations.

Interlibrary loans are a useful index of the strength of a library and of the extent of faculty and graduate student research. A record of items borrowed through interlibrary loans is often a valuable guide in determining the areas of a library most in need of strengthening. The statistics on the number of items borrowed and loaned by the 15 North Carolina college and university libraries in 1967-68 reveal that the University of North Carolina at Chapel Hill and North Carolina State University are, not surprisingly, the principal resource libraries in the public system. The overall use of interlibrary loans as a supplementary resource demonstrates the interdependence of educational and research libraries throughout the country. It is important that North Carolina's research libraries continue to build for strength in order to provide maximum support for students, scholars, scientists, and research workers over the state.

V. FINANCIAL SUPPORT

Determination of the adequacy of support of a library requires an analysis of the local situation, but there are certain general criteria which can be useful in determining the adequacy of support, as well as in indicating the library's status in the institution: the proportion of the institution's total budget which goes to the library; the expenditures for the library as compared with expenditures by institutions of comparable size and type; and the size of the library holdings, its staff and facilities, as compared with the size of the student body, the number of faculty members, and the type of academic programs offered. A significant question in determining adequacy of support is whether the library is old and well established or new and struggling to build up basic materials.

The Association of College and Research Libraries states that good library service "will normally require a minimum of 5 percent of the total educational and general budget." The percentage should be higher "if the library's holdings are seriously deficient, if there is rapid expansion in student population or course offerings," or if the institution has a wide range of graduate programs. Analysis of expenditures in 1967-68 reveals that library budgets at North Carolina State University, the University of North Carolina at Chapel Hill, Elizabeth City State College, and North Carolina Agricultural and Technical State University were below the recommended standard of 5 percent. The relatively high percentages at some of the newer institutions, such as the University of North Carolina at Charlotte and Asheville-Biltmore College, are due to a concentration on rapid library acquisitions during the initial period of development as senior institutions.

One of the standards of the Association of College and Research Libraries states that "while the allocation of library funds for specific purposes will depend on the needs of the individual institution, experience shows that a good college library usually spends twice as much (or more) for salaries as it does for books." The only libraries which meet or come close to meeting this standard are those at the University of North Carolina at Greensboro, Appalachian State University, and North Carolina College at Durham. In general, a low ratio of salary to book expenditures is an indication either of understaffing or of low salary standards.

Another frequently applied measure of the adequacy of financial support is the amount of the library expenditure per student. The expenditure for library support (books, staff, etc.) per full-time equivalent student for 1967-68 among public senior colleges and universities in North Carolina ranged from a low of $62 at Western Carolina University and Winston-Salem State College to highs of $201 at the University of North Carolina at Charlotte and $267 at Asheville-Biltmore College. While there are no exact standards for per capita support, an annual expenditure of less than $100 per student is generally held to be inadequate. Eleven North Carolina public institutions fall below this mark. A minimum of $100 per capita for continuing support should be provided annually.

Library financing can hardly be considered without reference to inflation. Book and periodical prices over the past 10 years show an average annual increase of nearly 10 percent. In a number of important types of publications the range is even higher. The price index for periodicals in chemistry and physics, for example, went from 100 to 222.6 in the decade, while that for periodicals in mathematics, botany, geology, and general science went from 100 to 219.3. Specific illustrations of the increasing cost of periodicals are Chemical Abstracts, which jumped from $80 annually in 1958 to $1,050 annually in 1968 and which is to be further increased to $1,550 in 1969, and Biological Abstracts, which went from $80 in 1958 to $640 in 1968. It must be assumed that further price increases will occur.

Because of rising prices and the increased volume of publishing, it is conservative to estimate that an increase of from 15 to 20 percent annually in book and periodical funds is necessary to enable a good academic library to maintain a given level of acquisitions. Comparable price increases, of course, are occurring in other elements of library budgets, such as salaries, wages, bookbinding, and equipment, and appropriations for college and university libraries must be augmented to take these increases into account.

The potential uses of the computer and of other automated devices, such as television shelf scanners, which are already developed for libraries but which have not yet been adopted in North Carolina, are also items to be considered in future financial evaluations.

VI. IMPACT OF TECHNOLOGY

Considerable impatience has been expressed by scholars and scientists about the seeming reluctance of professional librarians to accept computer-centered literature-searching systems as a means of bringing the "information explosion" under control. The traditional library system, viewed by one unfamiliar with the complexities of the problem, appears antiquated and cumbersome. The capability of the computer for storing and retrieving information has led many to believe that automated equipment for libraries is already operational rather than merely a future possibility.

A more realistic appraisal comes from the Educational Facilities Laboratories,* established by the Ford Foundation, which concludes that

> for the next 20 years or more, the great bulk of publication will be in conventional print form, with a gradual increase in the production of microform texts. Retrospective conversion of texts to machine readable form is not expected to any great degree for a very long time in the future. Therefore, the bulk of a scholar's negotiations in a library will be with books even 30 years from now.

Immediately feasible, however, is the application of certain types of automation and mechanization to some technical procedures pertaining to acquisitions, bookkeeping, serial records, and circulation. Experimentation with such procedures now in progress at the University of North Carolina at Chapel Hill and elsewhere in North Carolina should be continued and encouraged, pointing the way to their possible use by other libraries. Because of the expense involved, however, and the lack of practical need in the smaller institutions, the full use of these procedures will probably be confined for the next few years to the largest universities.

---

*_The Impact of Technology on the Library Building_, 1967.

VII. COOPERATION AMONG LIBRARIES

It is obvious from the foregoing that the State of North Carolina faces problems of great dimension in making the libraries of its public senior institutions of higher education adequate to the needs. Unless we are to settle for mediocrity, the financial implications are staggering. It is not necessary, however, that each college or university library be helped on its way independently of the others. The doctrine and practice of self-sufficiency can be supplanted by extensive interinstitutional development and sharing of library resources. The advantages of combining resources are obvious, particularly now that rapid methods of reproduction and transmittal of materials and information are available.

Cooperation is not, of course, a panacea for all library or educational problems. It is not a substitute for adequate state support. A reasonable degree of duplication must exist among libraries. Every library necessarily procures for its own basic collections much-used reference works, general interest periodicals, books needed for undergraduate courses, and other books in frequent demand, without regard to their availability elsewhere. The most favorable opportunities for joint effort among libraries are in specialized subjects and materials for which there is little demand.*

The centralization of highly-specialized collections, rather than their dispersal over the state, is a promising possibility. A statewide depository collection, separate from any existing library but working with and shared by all institutions, might well be established close to the state's major library resources. In addition, bibliographic services could be provided in the form of a revision and expansion of the North Carolina Union Catalog, through telewriter connections among the libraries, and through rapid delivery service from the central facility and from campus to campus. Under this plan the entire library research facilities of the state would eventually be united to serve all students, scholars, and general researchers.

---

*Interinstitutional cooperation is discussed further in Section IV of Chapter VII.

In view of the creation of regional universities and a fourth campus of the University of North Carolina, the rapid growth of undergraduate enrollment, the projected doubling of graduate enrollment during the next eight years, the inadequacy of the public college and university library resources, and the resulting need for additional financial support,

we recommend:

1) that as immediate objectives the annual book, periodical, and binding budgets be increased* to: $1,200,000 at UNC-Chapel Hill, $1,090,000 at NCSU, $640,000 at UNC-Greensboro and UNC-Charlotte, $490,000 at East Carolina, $540,000 at Western Carolina, $450,000 at Appalachian State, $360,000 at North Carolina College, and $200,000 at NCA&T. At the four-year colleges the annual book, periodical, and binding budgets should be increased in amounts ranging from $120,000 to $150,000 depending upon the needs of the particular institution (see Table XI). This recommendation should have top priority in meeting library needs;

---

*For the fiscal year ending June 30, 1968, the budgets of the public senior institutions for these purposes were as follows: UNC-CH, $810,000; NCSU, $318,000; UNC-G, $128,000; UNC-C, $185,000; East Carolina, $336,000; Western Carolina, $91,000; Appalachian, $139,000; North Carolina College, $75,000; NCA&T, $94,000; Asheville-Biltmore, $73,000; Elizabeth City, $27,000; Fayetteville, $47,000; Pembroke, $50,000; Wilmington, $59,000; and Winston-Salem, $48,000.

2) that a ratio between student enrollment and overall library support be established and used to guide both the General Assembly and the institutions in planning their library budgets. A per capita amount of not less than $100 is recommended. Financial support to each public college and university library should not be allowed to fall below that level, or 5 percent of the total general educational budget of the institution, whichever sum is greater;

3) that further analysis of book and salary expense ratios in individual library budgets be made to determine whether one or the other category is disproportionately high or low, and remedial action taken where necessary;

4) that inflationary costs be regularly taken into account in the preparation of library budgets;

5) that the stature of the library of the University of North Carolina at Chapel Hill be maintained and improved and that support sufficient to increase its holdings to a minimum of 2,350,000 volumes by 1975 be provided;

6) that at the other major public institution offering a broad range of doctoral programs, North Carolina State University, immediate steps be taken to strengthen the library in all aspects, and to bring its holdings up to a minimum of 1,150,000 volumes by 1975;

7) that the libraries of the other two campuses of the University of North Carolina, at Greensboro and Charlotte, attain holdings of at least 800,000 volumes and 500,000 volumes respectively by 1975;

8) that the four regional universities and North Carolina College, institutions offering programs through the master's degree, develop library collections in excess of 400,000 volumes as soon as possible, with larger

collections as the demands of enrollment and the complexity of academic offerings indicate (see Table XI for details by institution);

9) that the state's senior four-year college libraries be supported to the end that each has a collection of not less than 130,000 volumes by 1975 (see Table XI);

10) that, if sufficient support is provided in accordance with Recommendation 1 above, each four-year institution plan to subscribe to no fewer than 1,000 current, well-selected periodicals annually by 1975, and that institutions offering graduate work adhere to the Clapp-Jordan formula for periodical subscriptions;

11) that institutions not presently designated as depositories for Federal Government publications make application to be added to the official list;

12) that each public senior institution, recognizing that numbers of books only do not make an adequate library, constantly evaluate its library holdings; and that, in building a collection suited to its academic programs, the library staff work cooperatively with faculty members, using standard lists prepared by specialists, to improve the quality of its holdings;

13) that the ratio of clerical to professional staff be increased in a number of libraries in order to free librarians for professional duties; the recommended ratio is two clerical staff members for each professional librarian;

14) that the ratio of professional librarians to enrollment be raised to the recommended ratio of one professional librarian to every 300 students;

15) that library seating be brought up to a minimum of 25 percent of student enrollment in all public colleges and universities as soon as possible;

16) that steps be taken immediately in the libraries on some campuses, and in the near future in others, to relieve shortages in book storage space;

17) that the administration, faculty, and library staff of each public senior institution cooperatively undertake a study to determine the extent to which library resources are being utilized and to seek additional ways of stimulating their use;

18) that while building strong basic library collections appropriate to its institutional purpose, each public college and university explore the possibility of closer cooperation with other libraries; and

19) that a study be initiated as soon as possible to determine the feasibility of a central research library facility to serve the entire state. Its purpose would be the centralized and economical storage of little-used materials for the benefit of students, scholars, and general researchers and the circulation of materials on demand by means of rapid delivery service from the central facility. The study should involve all interested groups, including librarians, college and university administrators, faculty members, and representatives of both public and private institutions and of such professional organizations as the North Carolina Library Association.

CHAPTER IX

FACULTY

The quality of educational programs in a college or university depends largely on the quality of the faculty. In competition for qualified faculty, which are in short supply throughout the nation, there is need for adequate written policies in the institutions and, where appropriate, at the state level, concerning recruitment and conditions of work. While the details of policies and procedures may appropriately vary from universities to senior colleges to two-year colleges, there are elements that should be common to all.

This chapter has drawn upon such sources of information as the statutes, faculty handbooks and manuals, statistical reports and other statements provided by the institutions, as well as discussions with administrative officers and faculty. Findings reveal many variations in policy among the institutions on faculty preparation, recruitment, appointment, promotion, rank, tenure, and leaves of absence, ranging from no written policies on any of these areas at one institution to written statements on five of the areas at some of the others. Some of the institutions, in the absence of adequate formal policies, now rely on "rule of thumb" determinations in individual cases.

I. PREPARATION OF FACULTY

The preparation and experience of a faculty determine to a large degree the quality of the students' educational experience and thus the quality of the institution. This is true for all types of institutions and at all academic levels. While criteria used in evaluating faculty quality and competence are diverse, the earned academic degree is the most commonly used measure of quality.

Regional accrediting standards* for senior colleges require that no less than 30 percent of the faculty hold the earned doctorate, that an additional 30 percent possess professional preparation equivalent to three years of advanced study beyond the bachelor's degree, and that all faculty members should have at least master's degrees in the specialized fields in which they teach. The accrediting standards also specify that all members of the faculty teaching in graduate programs hold the highest terminal earned degree, or the clear equivalent, in their fields. In six North Carolina public senior institutions, less than the required 30 percent of the faculty held the earned doctorate during the 1967-68 academic year (see Figure 8).

We recommend that it be public policy 1) that all public institutions shall at least meet the minimum faculty standards for regional accreditation; 2) that all institutions, particularly those offering graduate instruction, make every effort to achieve levels of excellence above the minimal standards for accreditation; and 3) that the General Assembly appropriate sufficient funds to implement the above recommendations.

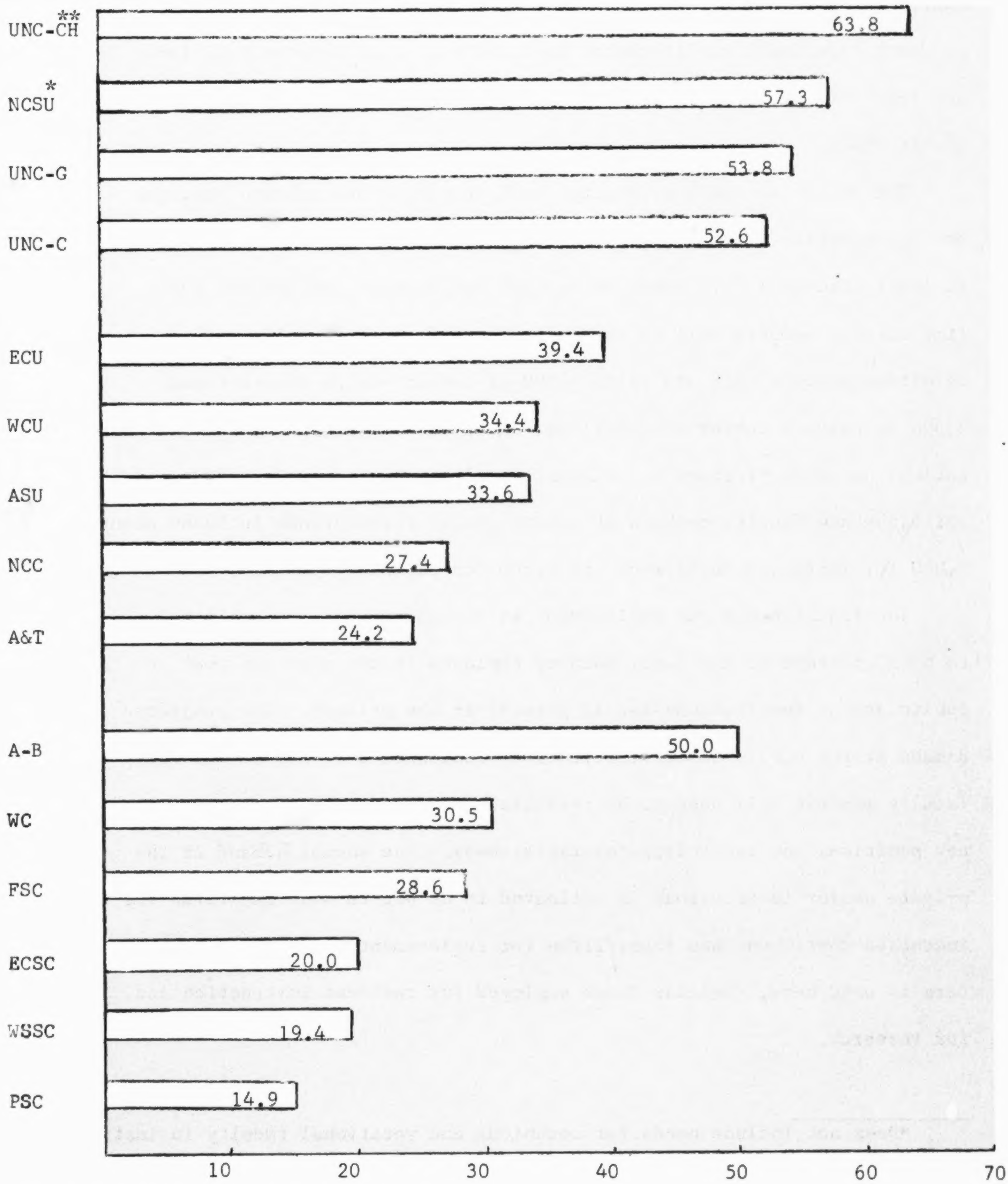
II. RECRUITMENT

Recruitment of qualified faculty is a serious problem in North Carolina as it is throughout the nation. Not only must hundreds of new faculty members be employed each year because of increasing enrollments, but additional

---

*Discussed in Chapter VII.

Figure 8. Percentage of Full-Time Faculty in North Carolina Public Senior Institutions with Doctor's Degree, Fall 1967



*Includes Agricultural Experiment Station.
**Academic Affairs only.

hundreds must also be recruited to replace losses by resignation, retirement, and death. For example, 785 new faculty members were recruited by North Carolina's public senior institutions alone between fall 1966 and fall 1967, and during the same period 450 faculty members left those institutions.

The urgent demand for faculty, both in public and private colleges and universities in North Carolina, is expected to continue to increase at least through 1975. Based on current projections, 12,000 new full-time faculty members will be needed by North Carolina's colleges and universities between 1968 and 1975: 6,500 at public senior institutions, 3,500 at private senior institutions, and 2,000 at junior colleges in college parallel programs at community colleges.* The projected demand for 6,500 new faculty members at public senior institutions includes about 2,000 for increased enrollment and 4,500 for replacement.

The requirements for replacement in any given year are estimated to be 10 percent of the total faculty employed in the previous year in public senior institutions and 12 percent in the private. The projected demand at the public senior institutions indicates that 800 to 900 new faculty members will need to be recruited each year, about one-third for new positions and two-thirds for replacement. The annual demand at the private senior institutions is estimated to be 400 to 450, one-fifth for increased enrollment and four-fifths for replacement. Faculty, as the term is used here, includes those employed for resident instruction and for research.

---

*Does not include needs for technical and vocational faculty in institutions in the community college system.

At present 46 percent of new faculty appointments come from the faculties of other institutions of higher education, 34 percent from student status (graduate schools), and 20 percent from other employment. The possibility of fuller utilization of the last named group should be explored; for example, recruitment from the ranks of business and industry, retired faculty, and military and diplomatic personnel.

North Carolina's colleges and universities are responding to these shortages in various ways depending upon their individual circumstances--size, stature, resources, and the extent of the shortage. Several suggestions* for the improvement of faculty recruitment have been advanced: recruiting based on extensive knowledge of the market and varied according to the type of college teacher sought; well-planned recruiting trips to graduate schools, preceded by active advertising of needs and opportunities by both the employing and the graduate institutions; nurture of professional contacts by deans, departmental chairmen, and other faculty members; attendance at meetings of and participation in professional associations; flexibility in course assignments; and, above all, the establishment and maintenance by the institution of a reputation that merits respect and confidence within the academic community.

In recruitment, the need to interpret the tangible and intangible assets of the institution to the prospective faculty member should not be underestimated. For example, the availability of housing, the quality of the public schools, an attractive cultural setting, and proximity to graduate schools or research libraries may be valuable considerations which should not be overlooked by the serious recruiter.*

---

*See David G. Brown, The Mobile Professors, 1967, 212 pages.

Current handicaps faced by North Carolina public institutions in attempting to recruit the best qualified scholars and scientists in the nation include the absence of 1) nationally competitive salaries; 2) a policy that would give a faculty member the option to participate in the state retirement system or to continue his participation in the Teachers Insurance and Annuity Association (TIAA) retirement program; 3) a sabbatical leave program; 4) adequate funds for travel to professional meetings, for research and publication, for clerical assistance and other supporting services; and 5) such other fringe benefits as tuition remission for dependents, research fellowships, and increased insurance benefits with the state paying part of the premiums.

In North Carolina no formally organized recruitment plan exists in most public senior colleges and universities. The procedure most often followed is a search to fill a specific vacancy, rather than action on the basis of continuous overall planning. Seven institutions report that they utilize interviews to some extent in recruiting. None report visits to graduate schools as part of their overall recruitment procedures. While faculty vacancies are usually eventually filled, the informality and casualness of the method at most institutions suggest that a more aggressive and formal plan would produce better qualified candidates and hence better results.*

Because of the growing demand for qualified college teachers in North Carolina, and in the belief that successful recruitment depends in large part on the amount and the quality of preparation and planning, we recommend:

---

*See "Statement on Recruitment and Resignation of Faculty Members," AAUP Bulletin, Autumn 1968. This Statement was adopted by the Association of American Colleges in 1961. The standards included are worthy of careful consideration by all institutions.

1) that each institution, through the joint efforts of administration and faculty, develop a comprehensive policy statement on recruitment, with procedures designed to insure the orderly and aggressive recruitment of qualified faculty; and

2) that since travel for interviews and attendance at professional meetings are necessary for the implementation of an effective faculty recruitment program, funds be appropriated to each institution to provide specifically for these purposes.

III. APPOINTMENT, REAPPOINTMENT, NONREAPPOINTMENT, PROMOTION, AND RANK

In order to meet the need for competent faculty, each institution should have formal policies on appointment, reappointment, nonreappointment, promotion, and rank. Such policies should be formulated through the joint efforts of the administration and faculty, approved by the governing board, and published for the benefit of the faculty and others.

Appropriate policies concerning these matters should reflect the aims and goals of the institution. The role of the faculty in formulating policy on appointment, reappointment, nonreappointment, promotion, and rank should be clearly defined, emphasizing faculty participation and influence as distinguished from responsibility for decision-making.

The appointment process affords an institution the greatest opportunity to improve the quality of its faculty. Criteria should be established setting forth appropriate minimum levels of preparation and experience. When possible, initial appointment should be preceded by an interview. Standard procedures should be established concerning the nonreappointment of a faculty member, who should always be advised at an early date of a decision not to renew his appointment.* To insure the continuing relevance of policies once established, a regular review and evaluation of policies should be made by those directly involved. Provision should be made for the hearing of cases which concern infractions of policy, thereby insuring fairness and the right to appeal.

Appointment policy in North Carolina's public senior institutions varies from no written policy at four to comprehensive statements at six. Five institutions have general appointment policy statements which are either vague or incomplete; nonreappointment policy rarely exists. Policies covering promotion and academic rank are more clearly defined, with 12 institutions having some form of written policy. Only one institution clearly provides for committee review of policy, and only three institutions provide specific procedures for handling infractions of policy in these areas.

Criteria for appointment and reappointment, promotion, and rank outlined by the institutions vary more in comprehensiveness than in nature. The single most important and most frequently mentioned criterion was teaching ability. Most institutions also include criteria concerning preparation and experience, although the requirements vary greatly from one institution to another. The criteria are applied in various ways, owing to diversity in teaching loads, in levels of instruction, in research, and in other non-teaching responsibilities.

Academic rank should have dependable meaning in the state system of higher education as well as within each institution. At all institutions where it is employed, rank should denote approximately the same professional standing in the academic community, promotion should be made only after thorough deliberation, and nowhere should rank be conferred automatically. Those appointed to junior rank should show potential for meeting the criteria specified for senior rank. Promotion to senior rank (associate professor and professor) should include the most careful consideration of 1) teaching excellence; 2) meritorious service, scholarly maturity, and achievement; 3) professional leadership and recognition; 4) ability to supervise and teach at the graduate level, where appropriate; 5) publication, research, or other creative endeavor; and 6) public service activities within the faculty member's academic field.

---

*See the AAUP _Standards for Notice of Nonreappointment_, Appendix U.

Many senior institutions in North Carolina try to maintain a staffing pattern with an approximately equal number of faculty members in each of the four academic ranks. Table XII reflects fall 1967 ratios among ranks in the public senior institutions. This balance may prove impossible or impractical with the rapid growth in enrollment and the additions of new departments and new curricula.

We recommend, because of the need for written procedures, that a statement concerning faculty appointment, promotion, and rank be formulated and adopted by each institution, with appropriate faculty, administration, and trustee participation. It should:

1) state the policies of the institution as they relate to appointment, reappointment, nonreappointment, promotion, and rank;

2) set forth procedures and criteria on which appointment, reappointment, nonreappointment, promotion, and rank are based;

3) provide for the handling of grievances or infractions of established policies; and

4) provide for regular review and evaluation of established policies and procedures.

TABLE XII

PERCENTAGE DISTRIBUTION OF FULL-TIME FACULTY MEMBERS BY ACADEMIC RANK IN NORTH CAROLINA PUBLIC SENIOR COLLEGES AND UNIVERSITIES, FALL 1967

Institution	Professor	Associate Professor	Assistant Professor	Instructor	Junior Staff and Other Faculty	Total Faculty
N. C. State University*	30.5%	25.8%	23.0%	15.8%	4.9%	100.0%
UNC-Chapel Hill**	26.6	18.3	22.9	9.5	22.7	100.0
UNC-Charlotte	13.8	12.9	37.1	36.2	-	100.0
UNC-Greensboro	18.4	20.1	30.2	24.6	6.7	100.0
Appalachian	21.7	19.1	29.8	29.4	-	100.0
East Carolina	18.5	25.0	34.3	20.3	1.9	100.0
N.C. A and T	21.7	16.6	25.1	29.4	7.2	100.0
N.C. College	17.9	8.4	30.2	43.5	-	100.0
Western Carolina	17.2	17.2	45.7	19.9	-	100.0
Asheville-Biltmore	25.0	21.0	29.0	25.0	-	100.0
Elizabeth City	15.4	18.5	24.6	36.9	4.6	100.0
Fayetteville	28.6	11.1	33.3	27.0	-	100.0
Pembroke	16.0	27.6	21.3	35.1	-	100.0
Wilmington	12.2	15.8	45.1	25.6	1.3	100.0
Winston-Salem	16.6	12.0	23.2	37.0	11.2	100.0

* Including Agricultural Experiment Station.
** Academic affairs only.

When such comprehensive policies have been established, they should be made known to all members of the academic community and to other interested parties.

We recommend, in order for rank to carry dependable meaning, that the following minimum qualifications for each rank be established as public policy uniformly applicable throughout the public senior institutions:

> Instructor: An earned master's degree in the appropriate field of study, or at least the equivalent of a master's degree in an approved doctoral program.
>
> Assistant Professor: An earned master's degree or the equivalent in the appropriate field of study plus the satisfactory completion of an additional year of study toward the next higher degree or mark of distinction in the field, and at least two years of successful teaching experience or the equivalent; or the earned doctorate in the field of specialization.
>
> Associate Professor: An earned doctorate in the appropriate field of study and at least five years of professional experience or the equivalent.
>
> Professor: An earned doctorate in the appropriate field of study and at least eight years of professional experience or the equivalent.
>
> In rare instances, particularly in the case of an associate or full professor, qualifications as to education and experience may be presented that faculty peers adjudge to be the equivalent of the above qualifications. In such instances, the board of trustees of the institution, upon recommendation of the president, should consider appointing the individual to the rank deemed appropriate.

We further recommend that the General Assembly provide funds to establish distinguished professorships in the public senior colleges and regional universities similar to the 15 "University Professors" now funded by the state at annual salaries of $25,000 on campuses of the University of North Carolina.

Institutional statements of policy on faculty should not overlook the significant roles of visiting faculty, adjunct professors, and special or part-time lecturers.

IV. ACADEMIC FREEDOM, RESPONSIBILITY, AND TENURE

Academic freedom and responsibility. Since the purpose of colleges and universities is to seek the truth wherever it may be found and to transmit it without fear or favor, it is vital that every faculty member be free to discover and responsibly to speak and teach the truth with the full support of his institution and of society. Further, each faculty member, as a citizen, is entitled to the same rights and is subject to the same laws that apply to all citizens.

Academic freedom carries with it corresponding responsibilities and obligations. The faculty member as a teacher and scholar has a responsibility to uphold standards of excellence in his field of specialization and to exhibit competence and honesty in the classroom, in research and publications, and in relationships with students, colleagues, and the public. He should bear in mind that the public may judge his profession and his institution by his statements and should avoid giving the impression that he speaks for his institution when he speaks as a private citizen.

Administrators and the governing board of each institution have a responsibility to protect and promote the academic freedom of the faculty and the freedom of the institution as a whole. Society itself is the true beneficiary of academic freedom and has the ultimate responsibility of protecting essential freedoms in institutions of higher education.

Academic tenure. Tenure is a means of guaranteeing to the experienced faculty member continuity in his teaching position, and it exists for the purpose of assuring to faculty:

> (1) freedom of teaching and research and of extramural activities and (2) a sufficient degree of economic security to make the profession attractive to men and women of ability. Freedom and economic security, hence, tenure, are indispensable to the success of an institution in fulfilling its obligations to its students and to society.*

A faculty member with tenure may be dismissed only for just cause and through established procedures of due process. Dismissal for cause may be based upon such behavior as professional incompetence, moral turpitude, or gross neglect of professional responsibility. Tenure should not provide a haven for the indolent or the incompetent, and the institutions, when establishing tenure policies and procedures, should provide for the discontinuance of tenure for such persons.

North Carolina public senior institutions all provide tenure, but policy varies in clarity and application. Statements of tenure policy range from none at some institutions to detailed statements at others. The establishment and promulgation at each institution of a clear and comprehensive statement of policy on both academic freedom and tenure is needed. To this end, we endorse the landmark _1940 Statement of Principles on Academic Freedom and Tenure_ of the American Association of University Professors and the Association of American Colleges (see Appendix G).

We recommend:

1) that this _1940 Statement_ which has been formally adopted by more than 65 regional and national learned societies and professional organizations in higher education be adopted by all public senior institutions in North Carolina;

---

*_1940 Statement of Principles on Academic Freedom and Tenure_ by the American Association of University Professors and the Association of American Colleges.

2) that each institution, using the 1940 Statement as the guide, establish a committee of administrators and faculty a) to study and make recommendations concerning tenure policy and procedures with respect to eligibility, probationary requirements, adequate cause for dismissal,* appropriate procedures, and related matters and b) to hear individual cases involving questions of tenure and to make recommendations for action; and

3) that policies on academic freedom and tenure, when developed by each institution and after approval by its board of trustees, be made known to all parties concerned.**

V. LEAVES OF ABSENCE

A leave of absence is an arrangement between an institution and a member of the faculty or staff through which he is relieved of his official duties for a specified period of time, with or without pay, for the purpose of further study or research, for public service or other employment, or for some other approved purpose.

A sabbatical leave has three distinguishing characteristics: a) a specified prior period of service is required, b) full or partial compensation is paid, and c) a plan for self-improvement is approved. Over the nation sabbatical leaves generally are granted after each six years of service for faculty of all ranks, with full salary for one semester or half salary for two semesters. Leave is not automatic; the faculty member must apply in advance, meet the specifications, and gain approval through appropriate channels.

---

*The generally accepted procedural norm in American Higher education for the consideration of dismissals is the Statement on Procedural Standards in Faculty Dismissal Proceedings of the American Association of University Professors (see Appendix V).

**See the Texas Coordinating Board Statement on Academic Freedom, Tenure, and Responsibility as an example of a state's policy. This statement is gaining rapid acceptance as policy at individual Texas institutions. (See Appendix W).

North Carolina's public institutions of higher education do not have clearly defined leave policies, nor does the state provide financial support for faculty members on leave. Instead the situation may be described as follows: 1) no North Carolina public senior institution has a sabbatical leave program; 2) no regular state program provides public funds for professional study and research leaves, but five public senior institutions give limited financial support from non-state funds for such leaves; and 3) nine institutions have some written provisions under which various types of leaves of absence may be granted; others do not have written provisions. All full-time faculty are eligible for leaves without pay in three public senior institutions, tenured or permanent faculty in six, assistant professors and above in three; and administrative and instructional staff with two years' service in one.

There is also need in North Carolina for clarification of policy on sick leave for faculty members and other employees exempt from the State Personnel Act. Both policy and practice in the state's public colleges and universities in this regard are ambiguous. As it has been possible since 1967 to include accumulated sick leave in computing retirement benefits, the need for the establishment of a uniform policy on sick leave has become all the more pressing.

Because of the acceleration of the accumulation of new knowledge, and for other reasons, the need for faculty members to take leaves from their teaching posts to study is greater than ever before. A sabbatical program would significantly strengthen the ability of the state's institutions to attract and retain competent faculty in the increasingly competitive market and in this way would be of enormous value to the state. It is urgent that the state adopt a policy which will encourage and assist academic personnel in public institutions of higher education in furthering their professional development.

We therefore recommend:

1) that, with the participation of the Board of Higher Education, a plan for sabbatical leaves be formulated, identifying various other types of leave, and establishing criteria for leave, including eligibility requirements and an obligation to return after leave;

2) that statewide policies concerning sabbatical and other types of leaves of absence be adopted;

3) that each institution establish internal procedures to implement state policies that may be adopted;

4) that state funds be appropriated to institutions to support sabbatical leaves and other leaves of absence for study or research; and

5) that a uniform sick leave policy be developed by the State Personnel Department in cooperation with the Board of Higher Education, for faculty and all other institutional employees not covered by the State Personnel Act.

VI. FACULTY WORKLOAD

Workloads of faculty members and the means by which faculty talents can best be utilized have not received sufficient study. Workload data, to be meaningful, must be comparable, readily understandable by educators, trustees, and legislators, and in a form easy to use.

A faculty member's worth to an institution obviously depends upon the amount and the quality of the work he accomplishes. There is considerable misunderstanding, however, regarding the workload of college faculty members. Measuring faculty workload by semester or quarter hours taught per week does not convey at all adequately the necessary hours required for preparation, evaluation, and follow-up; the time required for research and study; or the time required for student advising, for committee activities, and for administrative duties. The true definition of faculty workload is the total of all the jobs assigned to the faculty member in a given academic term.

Equitable allocation of responsibilities among faculty members should take into consideration: 1) the difficulty of teaching assignments (e.g., the number of preparations, whether new or old courses, differences in scope and difficulty among courses, and size of classes); 2) research responsibilities, clearly defined; and 3) responsibilities other than teaching and research (e.g., counseling, committees, professional and learned societies, administration, and community or government service).

Because of these factors, one of the most misleading indications of faculty workload now in use is the student-teacher ratio. As it is commonly used, the student-teacher ratio does not take into account many aspects of faculty workload such as the average class size, the total number of students taught, and the number of classes taught per full-time faculty member. The student-teacher ratio, when applied to the overall ratio of students to faculty in an institution, is misleading because it does not make clear that there are differences among institutions in depth and complexity of programs, proportions of undergraduate and graduate students, extent to which independent study and tutorials are used, and other qualitative factors.

The average ratio of 14.2 students to each faculty member in North Carolina public senior institutions is well under the national average of 16.5 to one,* and the state is to be commended for having achieved this overall favorable ratio. The ratios at individual institutions, however, vary considerably.

If separate student-teacher ratios are developed for different levels of instruction (i.e., lower division, upper division, and graduate or professional), they can be used effectively for certain purposes, including the projection of future faculty needs. An overall institutional student-teacher ratio which fails to take into account different levels of instruction is of little value.

We therefore recommend:

1) that there be developed, through objective analysis, a comprehensive measure of faculty workload; and

2) that, in the interim, faculty positions be alloted to the public senior institutions on the basis of the following student-teacher ratios (full-time equivalent student per full-time equivalent teacher): 15:1 at the undergraduate level, 12:1 at the master's degree level, and 6:1 at the doctoral level, with ratios for certain professional schools developed separately;** and

---

*John G. Bolin, A Comparative Analysis of Student-Faculty Ratios in Higher Education, Institute of Higher Education, University of Georgia, 1967.

**Based on 1967 enrollment, this will result in the maintenance of the current 14.2:1 ratio but will take into account differentials in the cost of undergraduate and graduate education to a slightly greater extent.

3) that maximum teaching loads at all public senior institutions be established as follows:

UNDERGRADUATE	(Teaching only) 12 semester or quarter hours per term with no more than six separate course preparations per year
GRADUATE	(Teaching only) 9 semester or quarter hours per term
	(Teaching and Research) 6 semester or quarter hours per term

This recommendation assumes 1) that the academic year will consist of 9 months; 2) that no unusual overload in additional assignments of research, administration, or other institutional responsibilities will occur; and 3) that means will be devised for determining equivalents in workload for activities that do not fit the conventional classroom lecture or discussion pattern.

VII. FACULTY COMPENSATION

The quality of the faculties of the colleges and universities is largely dependent upon the willingness of the state to provide compensation that is competitive nationally.

Faculty compensation includes salaries and retirement benefits, along with such other types of benefits as health and disability insurance, tuition remission for children or spouses, and moving expenses. Faculty compensation in the public colleges and universities in North Carolina is now limited to salaries, Social Security, and participation in the Teachers and State Employees Retirement System (including the recently added death benefit equal to annual salary up to a maximum of $15,000). Faculty salaries in North Carolina's public senior institutions for the nine-month 1967-1968 academic year averaged $10,430 for full-time teaching faculty.* The institutional range of averages in North Carolina varied from a high of $13,386 to a low of $7,660, with an institutional median of $9,149. The North Carolina average faculty salary of $10,430 was $603 below the national average of $11,033 for the 1967-68 academic year.

Average faculty salaries at the traditionally Negro colleges in the state are less than those at the white institutions offering similar programs. The white institutions also have a considerably higher proportion of doctorates on their faculties than do comparable Negro institutions. One implication which might be drawn from these facts is that higher salaries tend to attract better trained college teachers.

Faculty salaries in North Carolina's public senior colleges and universities have lagged for years. With the exception of the University of North Carolina at Chapel Hill, the state's public senior institutions are all well below present national averages when compared with institutions in their respective categories. If the state is to achieve its goal of excellence in higher education, it must pay comparable and thus competitive salaries. There is need, therefore, for more realistic salary ranges and for higher averages. Further, there is an immediate need to equalize faculty salaries at similar public institutions within the state.

We therefore recommend that comparable salary averages, by rank, be established for institutions with comparable functions--specifically, that faculty salaries at Elizabeth City State College, Fayetteville State College, Pembroke State College, and Winston-Salem State College be upgraded to those at the other four-year public colleges; and that salaries at

---

*Excluding faculty in the Division of Health Affairs at the University of North Carolina at Chapel Hill.

North Carolina Agricultural and Technical State University and North Carolina College at Durham be made comparable to those at the other five-year public institutions.

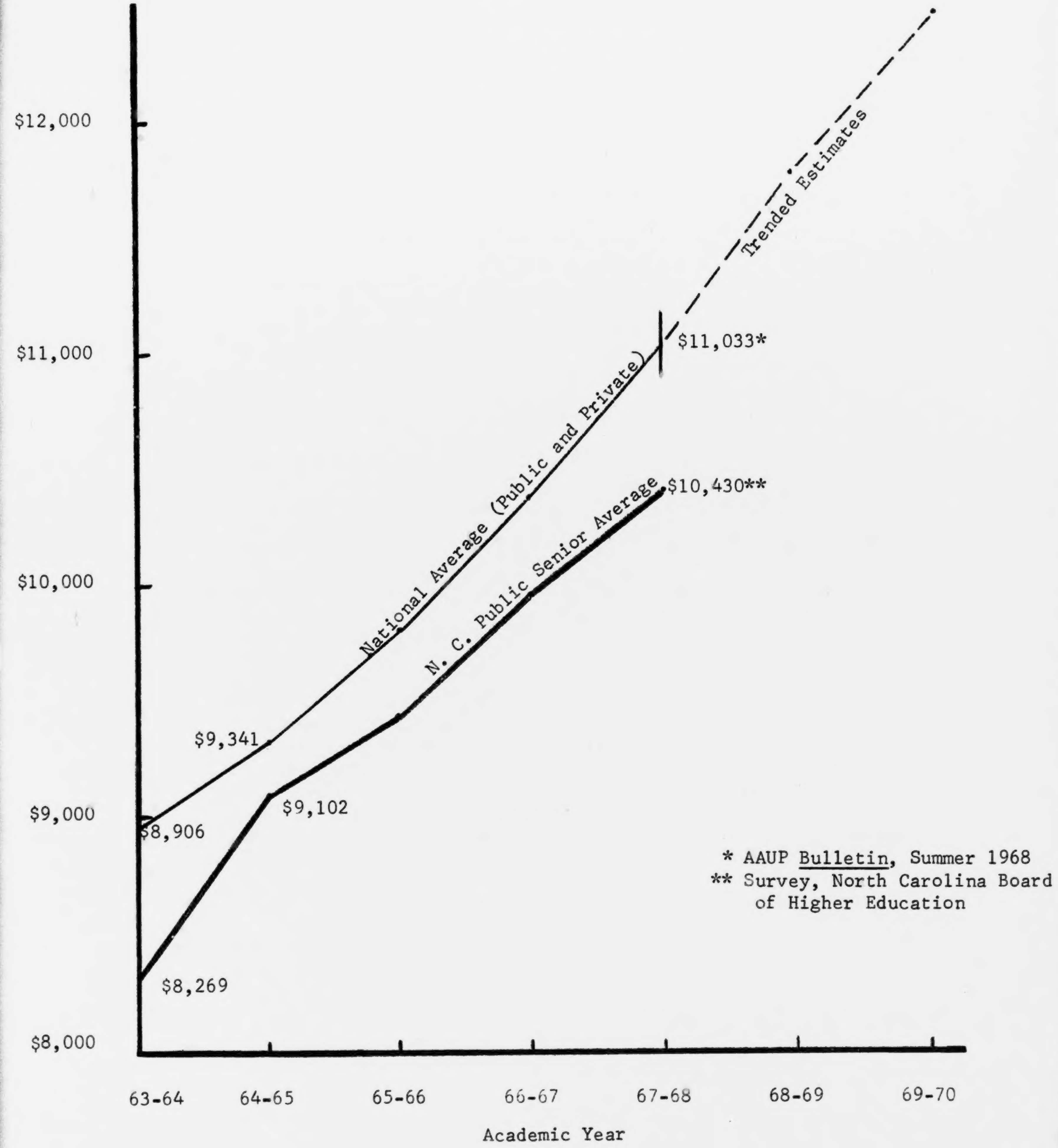
There is an equally urgent immediate need to make faculty salaries in North Carolina public colleges and universities at least equal to the national averages of institutions in their respective categories over the nation. As indicated earlier, competition for qualified faculty is national; it is not limited by state or regional boundaries. So long as faculty salaries at our colleges are among the lowest in the nation in their categories, the colleges can only expect to have continuing difficulty in attracting and retaining the ablest teachers and scholars. While faculty salaries in North Carolina have increased steadily in recent years, they have not kept pace with increases nationally. Faculty salaries at all types of colleges and universities over the country have risen at an average rate of 6 percent per year over the past four years.

The 1961-63 Biennial Report of the Board of Higher Education noted the poor ranking of North Carolina public institutions when compared with national averages, and it urged that a major effort be made to close the gap. The Board stated that

> we in North Carolina, recognizing the need and desire for an educational system of the first rank, must make a great effort in this biennium to lift the pay of our college teachers to standards that are competitive for the best talent. The figures which we recommend, if adopted, will constitute a tremendous step forward and should markedly improve the quality of our institutions in the years ahead.

The 1963 General Assembly accepted the recommendations of the Board, and as a consequence average faculty salaries in state institutions were greatly increased (see Figure 9).

Figure 9. Average 9-Month Salaries for Full-Time Faculty (All Ranks) in North Carolina Public Senior Colleges and Universities, Compared with the National Average, 1963-1964 to 1969-1970



* AAUP Bulletin, Summer 1968

** Survey, North Carolina Board of Higher Education

Although this increase narrowed the gap, it was not sufficient to bring our institutions up to the national average. Since 1963, despite increased appropriations for faculty salaries by succeeding legislatures, North Carolina public institutions have gradually fallen farther behind. As is clear in Figure 9, our institutions each year have been about one year behind the point at which they should have been in order to be nationally competitive.

The average faculty salary at the University of North Carolina at Chapel Hill in fall 1967 was above the national average of universities granting more than 100 doctor's degrees annually. Although North Carolina State University also grants more than 100 doctorates annually, it was below the national average of institutions in that category. These two universities are major producers of doctorates in highly complex disciplines and are therefore competing with the leading universities in the nation and the world for highly skilled faculty which are in extremely short supply.

We recommend:

1) that in the 1969-71 biennium average faculty salaries at the University of North Carolina at Chapel Hill be brought up to the top quartile of salaries at comparable universities;

2) that in the 1969-71 biennium average faculty salaries at North Carolina State University be increased to the national average, and that they be further increased during the 1971-73 biennium to the top quartile, of salaries at comparable institutions;

3) that faculty salaries at all other public senior institutions be increased to the national averages in their respective categories during the 1969-71 biennium, and to the top quartile in the 1973-75 biennium; and

4) that in addition to establishing new base lines for faculty salaries at all institutions as suggested above, annual increments be appropriated sufficient to maintain the institutions at the recommended national levels.

Our recommendation that faculty salaries in all public colleges and universities be raised to the top quartile of salaries in their respective categories by 1975 is based on the premise that education of excellence cannot be achieved using average criteria. To do less than provide the resources required for education of quality is to shortchange our youth and to limit our state's social, cultural, and economic development. The need for imaginative academic leadership is no less great at our smallest senior colleges than it is at the largest universities.* The cost of implementing the faculty salary recommendations set out above is discussed in Chapter XIV.

VIII. RETIREMENT

An adequate retirement system is of great importance in the recruitment and retention of faculty. North Carolina's Teachers and State Employees Retirement System (TSERS) seems to serve the needs of most of the public school teachers and most state employees satisfactorily, but it does not fully meet the needs of faculty and key administrative personnel in institutions of higher education. Further, the state's insistence that only the one retirement system be authorized for personnel in higher education is a serious handicap to public institutions in their recruiting efforts.

Although we might wish that college and university teachers were less mobile, the fact is that they are among the most mobile professional groups in the country. This means that our institutions must be constantly recruiting in the limited national market. Most of the experienced faculty members in this market are persons who are building up retirement benefits in a nonprofit national retirement system known as the Teachers Insurance and Annuity Association of America (TIAA). By and large this system offers college teachers more attractive features than does the retirement system of any state--full and immediate vesting, transferability of pension funds, full survivor benefits, premium flexibility, and an alternative program (College Retirement Equities Fund) that offers some hope of maintaining more stable purchasing power in the face of inflation. Many outstanding college and university professors are reluctant to accept a faculty position at an institution that does not offer the opportunity for continued participation in the TIAA retirement program.

---

*See, for example, the discussion of the needs in the traditionally Negro colleges in Chapter X.

Currently there are over 200,000 educators, the vast majority being college faculty members, who are paying premiums on TIAA and CREF annuities. This retirement plan has become the symbol of retirement security in most of the colleges and universities over the nation. Approximately 2,000 colleges, universities, private schools, and other non-profit educational and scientific organizations participate in the TIAA system. Most of the private institutions in North Carolina participate.

The North Carolina Teachers and State Employees Retirement System has a number of disadvantages insofar as higher education personnel are concerned: 1) the right to the state's contributions vests only after 12 years of service; 2) there is no disability coverage until after 10 years of service; 3) higher education personnel are not specifically represented on the board of directors of the system; and 4) since the system operates only at public institutions in the state, a college teacher moving into or out of public colleges or universities must change retirement plans each time he moves, usually at a sacrifice.

In December 1962, the Board of Higher Education reported that the absence of a TIAA retirement plan in the state's public institutions of higher education was a serious handicap in efforts to recruit and retain outstanding faculties. The Board urged the state to permit members of college faculties and key administrative personnel in higher education to participate in the TIAA retirement program. We continue to believe that this is a much needed change and that it would be of great benefit to our institutions.

We therefore recommend:

1) that faculty members and key administrative personnel at public institutions of higher education be given the option of participating in either the Teachers Insurance and Annuity Association of America or the North Carolina Teachers and State Employees Retirement System; that where the former system is chosen, the state make contributions equal to those it would make if the latter system had been chosen and

2) that statutory provision be made for the director of higher education to be a member of the Board of Trustees of the North Carolina Teachers and State Employees Retirement System.

CHAPTER X

TRADITIONALLY NEGRO COLLEGES

In the near future more than 60 percent of the jobs of the country will require training beyond high school. Yet in North Carolina in 1967 only 16.5 percent of Negroes 18 to 21 years of age were in vocational, technical, or collegiate training. The proportion of white youth in that age group in post-high school training was 41.8 percent.*

One of the goals enunciated in Chapter II is to make higher education available to all who can benefit from it and to insure that no one is deprived of educational opportunity because of race, poverty, or place of residence.

What should be the role of the predominantly Negro colleges, and what should be the role of the other institutions in achieving this goal?

Of the 71 colleges and universities in the state, 12 are attended predominantly by Negroes; seven of these are private institutions and five are public. The five public institutions are North Carolina Agricultural and Technical State University, the Negro land-grant institution, located in Greensboro, offering programs through the master's degree; North Carolina College at Durham, a liberal arts college offering programs through the master's degree as well as some graduate professional programs; and Elizabeth City State College, Fayetteville State College, and Winston-Salem State College, all four-year institutions offering the bachelor's degree.

---

*Data secured from the Southern Regional Education Board.

Historically all five of the public Negro institutions have been concerned primarily with the education of teachers, although today their programs are broader. All are doing a good job, considering the limitations under which they have had to work in the past. They vary among themselves in the level and quality of work done, and as is true in all colleges and universities, there is much variation within the individual institutions. The comments which follow in this chapter describe the general needs of the group but do not apply with equal validity to every institution or program.

I. EXTENT OF DESEGREGATION

In the fall of 1967 the five tax-supported Negro institutions enrolled 93 white students, just under 1 percent of their total enrollment. The seven private Negro colleges enrolled 12 white students, representing 0.2 percent of their total enrollment.

All public white institutions in the state had some Negro students in the fall of 1967. There were about 920 Negro students enrolled at the 11 public senior white institutions and about 360 Negroes enrolled in college parallel courses in the community colleges, making a total of nearly 1,300 enrolled in all public white institutions. The percentage of Negro students in the public senior white institutions increased from 0.6 percent in 1963 to 1.7 percent in 1967; the percentage in community colleges increased from 3.3 percent to 6.6 percent.

Negro students were enrolled in 19 of the 22 white private senior institutions in the fall of 1967. The remaining three reported that they had enrolled Negro students in prior years. There were about 330 Negroes enrolled in these 19 institutions, representing 1 percent of enrollment.

The predominantly Negro colleges, public and private, had a total enrollment in the fall of 1967 of 16,167 (see Table XIII). About 91 percent of the Negro college students were in those institutions, and about 9 percent, or nearly one in 10, were in predominantly white institutions. Nationwide, in fall 1967 about half of all Negro college students were in white institutions.

II. SOME PROBLEMS OF NEGRO STUDENTS

A report on _Graduates of Predominantly Negro Colleges--Class of 1964_, published by the United States Public Health Service, gives results of a nationwide survey of graduates of Negro colleges. The figures illustrate the financial and educational obstacles which Negroes--even the successful ones who have managed to graduate from college--have had to overcome. While 59 percent of the white college graduates in 1964 came from families with incomes of $7,500 or more, this was the case with only 14 percent of the Negro college graduates. Sixty-three percent of Negro graduates reported that their fathers had not graduated from high school, and two-thirds of these (42 percent of the total) indicated that their fathers had had no high school training at all. Sixty-two percent of the Negroes owed money for their college education when they graduated from college, while this was true of only 36 percent of the white students. More than half of the Negro male graduates reported that lack of money was the major reason they were not going on to further training beyond the bachelor's degree, while one-fourth of the white Southern male graduates gave this as the major reason for not continuing. The average Negro graduate is older than the average white graduate, many having had to interrupt their education in order to work.

TABLE XIII

ENROLLMENT IN NORTH CAROLINA COLLEGES AND UNIVERSITIES BY PREDOMINANTLY WHITE AND PREDOMINANTLY NEGRO INSTITUTIONS, FALL 1967

	Predominantly White Institutions			Predominantly Negro Institutions		
Institution	Number of Institutions	White Enrollment Fall 1967	Negro Enrollment Fall 1967	Number of Institutions	Negro Enrollment Fall 1967	White Enrollment Fall 1967
Public Institutions*						
Senior Institutions (16)	11	55,689	921	5	10,455	93
Community Colleges(13)	13	5,579	366	0	0	0
Sub-total	24	61,268	1,287	5	10,455	93
Private Institutions**						
Senior Institutions (28)	22	31,475	326	6	5,436	12
Junior Colleges (14)	13	8,664	32	1	276	0
Sub-total	35	40,139	358	7	5,712	12
GRAND TOTAL	59	101,407	1,645	12	16,167	105

*Exclusive of four military centers.
**Exclusive of three Bible Colleges and one theological seminary.

As these figures show, the typical student at a Negro college has come from an economically disadvantaged home, from parents of little formal education, from schools which have been segregated and inferior, and from a social environment which has done little to prepare him for college life. It should not be surprising if he performs poorly on the Scholastic Aptitude Test or fails to appear to be a real scholar upon entering college.

The Negro college has typically been faced with having to enroll such students, with an average Scholastic Aptitude Test score much below that of the white institutions, and trying to produce college graduates who would measure up to those of other colleges in on-the-job competition, on National Teacher Examination scores, on Graduate Record Examination scores, and in other ways. To accomplish this job, the Negro colleges have had, in general, less administrative help, more poorly paid teachers, more inadequate libraries, less counseling assistance and, until recently, poorer physical facilities than their white counterparts. Despite these obstacles, they have done much good work and some excellent work. But much remains to be done.

III. THE FUTURE OF THE NEGRO COLLEGES

What should be the future of the five public Negro institutions in North Carolina? Some have suggested that because segregation in public higher educational facilities has been ended and the doors of the predominantly white institutions are open to Negroes, the state should close, or phase out, its Negro institutions. Others have suggested that Negro and white institutions which are in proximity should merge. Some have suggested that one or all of the Negro institutions should become black colleges devoted to black culture. Others have said they should stay just as they are. We have considered each of these courses of action but have come to the conclusion that it is not in the best interest of the state to follow any of them. We believe that, while these institutions should be continued, they should be continued in a form and with a spirit quite different from anything they have known in the past.

We believe the traditionally Negro institutions are rendering a real service to the people of the state. In 1967 they enrolled 10,455 students. It is unlikely that the bulk of these students could be placed in predominantly white institutions, even if in the next few years these institutions should undertake large-scale remedial and compensatory programs. There is also a serious question whether many of the students would willingly attend predominantly white institutions; studies indicate that most students at predominantly Negro institutions in the South do not think well of white institutions in their area.* Further, the experience of other states suggests that where Negro institutions are closed there tends to be a decrease in the number of Negroes going to college.**

For many reasons there is strong attachment to the Negro institutions and strong community and alumni support for them; in the years ahead these can be valuable assets. To close the institutions would not further the cause of equal educational opportunity.

---

*Graduates of Predominantly Negro Colleges--Class of 1964, U.S. Public Health Service, pp 104-105.

**See, for example, the report on the closing of Florida's 10 Negro junior colleges: Georgia Marsh, "Junior Colleges and Negroes," Southern Education Report, September 1968.

Moreover, in the long-range development of North Carolina's educational system, the facilities of the Negro institutions will be needed. In the next 20 years the enrollment at the public senior institutions may well double, and unless the students are to be concentrated in extremely large numbers in a few institutions or new colleges are to be established, these five campuses with their good physical facilities will be needed. Even the smallest of the institutions has more than 1,000 students and so can be operated with a fair measure of economy.

These considerations, however, would not be sufficient to justify the continuation of the five public Negro institutions in their present form. To maintain them in this form would be to perpetuate standards that are too low and to encourage further polarization of white and black education. We recommend their continuation only if sufficient support is provided to enable them to be transformed radically.

We anticipate that during the next few years these five institutions will go through a period of transition while they seek to find new roles and to raise their standards. This period, perhaps lasting as long as 10 or 15 years, should be characterized by a number of programs which will result in a forward leap. With adequate financial support and imaginative leadership these colleges should, by the end of the period, emerge as strong institutions with standards of admission and of performance that are equal to those of other institutions. While in all probability there will still be more Negroes than whites in their student bodies, much integration will have taken place, and this will have been accomplished in part because the institutions will be outstanding in selected fields of study. The institutions may well have kept the special point of view of their major constituency, just as has been true of Catholic and Protestant colleges. If so, they will add valuable diversity to the state system, but at the same time they will be cosmopolitan in interests and in student body. In certain academic areas we anticipate that these institutions will be the best in the state, and some should have achieved national recognition in special fields. Certain of the functions these institutions now perform which unnecessarily duplicate functions performed elsewhere will need to be dropped, but in return they will have taken on some new functions. As a result, they will complement the other institutions in the system. They will have developed strong and close ties with other colleges and universities, some within the state system and some outside, and through these associations they will have enriched their offerings and those of the institutions with which they are associated.

IV. STEPS TO ACHIEVE TRANSFORMATION

Such a transformation can occur. But to make this dramatic leap in function and level of performance will require, first, a great deal of talent and imagination. New methods and new ideas will be essential. The institutions will require talent in many different areas of instruction and administration, and all of them will wish to make greater use of consultants and other outside resources.

Second, this transformation will require continuous, major financial support. Most of this must come from the legislature, but the institutions should systematically solicit support from other groups including foundations, alumni, and the Federal Government. If the General Assembly appropriates adequate funds, the required talent can be employed; the talent can develop creative programs; creative programs, in turn, attract foundation and other philanthropic support. But a public institution can hardly expect a private donor to do more than supplement a good basic program that is financed by state appropriations. Hence, continuous and generous legislative appropriations will be necessary if success is to result.

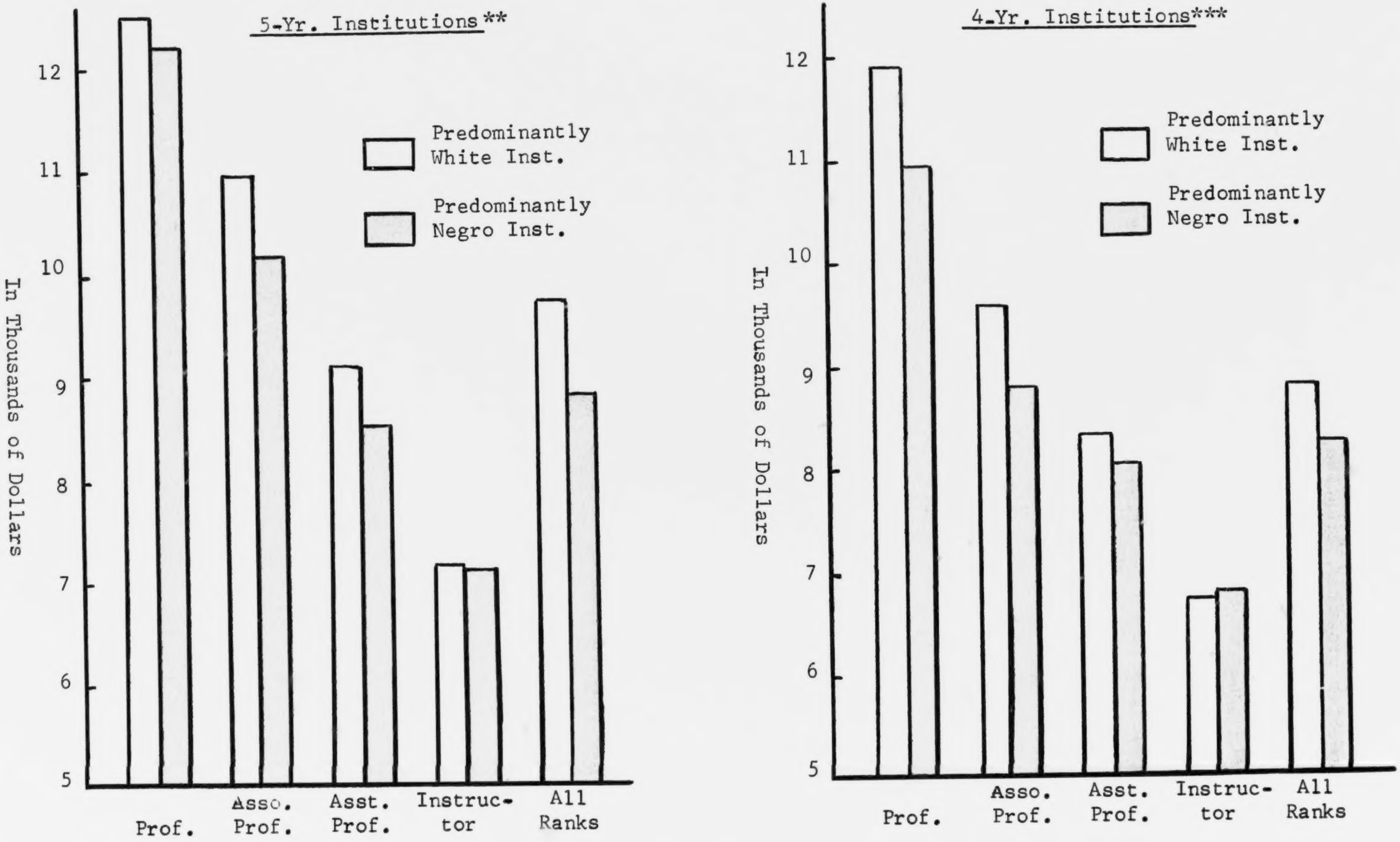
The Southern Regional Education Board has recently pointed out that the predominantly Negro institutions need more imagination and more resources than do the white institutions, but that their financial support is below the average. "Even if it matched the average," the SREB report noted, "it would be inadequate. If the traditionally Negro institutions are to provide the quality of education their students require, their basic operating income must be substantially above the average."*

The first step in meeting the financial needs is to close the gap in average salaries between the Negro institutions and their white counterparts in the 1969-70 academic year (see Figure 10). Then, in order to enable the Negro institutions to recruit the sort of talent needed, the salaries at the institutions should also be made nationally competitive. By fall 1970 average faculty salaries in the traditionally Negro institutions, along with those in all other public institutions in the state, must be brought up to the national median of salaries in institutions with programs at comparable levels around the country. The intent is not to provide across-the-board increases for all faculty members but rather to make funds available to the trustees and administrators of the institutions to be used with the greatest of care in staffing for the big job ahead.

---

*The Negro and Higher Education in the South, a statement by the Commission on Higher Educational Opportunity in the South, Southern Regional Education Board, 1967, p. 21.

Figure 10. Comparison of Faculty Salaries at Predominantly Negro Institutions with Comparable Predominantly White Institutions in North Carolina, Fall 1967



5-Yr. Institutions**

4-Yr. Institutions***

* Nine-month basis. Ten-month salaries at Asheville-Biltmore were adjusted to a nine-month basis.

** Includes: White-Appalachian, East Carolina, and Western Carolina; Negro-N.C. A&T State U. and N.C. College.

*** Includes: White-Asheville-Biltmore, Pembroke, and Wilmington; Negro-Elizabeth City, Fayetteville, and Winston-Salem.

If the money is to be spent wisely, there must be aggressive recruiting of new faculty members coupled with the development of imaginative teaching methods and curriculum.*

To achieve the transformation which has been described, we believe the five public Negro institutions need to take action immediately concerning 1) their curriculum and course offerings, 2) remedial and compensatory programs, 3) admissions standards, 4) the development of areas of special competence, and 5) the strengthening of faculty and staff. Discussion of each of these suggestions follows.

Course offerings. Each institution should reexamine its academic programs and other activities. Some will need to be abandoned or phased out because they unnecessarily duplicate activities conducted elsewhere in the state system or because they are no longer highly relevant to the needs of the students. Other programs will need to be added or strengthened in order to meet the constantly expanding occupational opportunities which are open to the students and to meet their growing academic and cultural needs.** Some of these institutions, however, may now be attempting too much in too many different fields with limited resources.

Remedial work. Each institution, to the extent that financing is made available, should plan major, ongoing remedial and compensatory education programs for entering students who need them. The place where the remedial work ought to be done is in the high schools, not in the colleges, and the state should in every possible way encourage and help the high schools to accomplish this task. But large numbers of high school graduates, many with much innate ability, are now deficient in the basic skills necessary for college work. So long as this situation exists, the colleges must conduct remedial programs to prevent massive waste of human talent.

---

*For discussion of faculty compensation and recruitment, see Chapter IX.

**For discussion of the needs and opportunities in various vocational fields see New Careers and Curriculum Change, Southern Regional Education Board, 1968.

Remedial programs may take many different forms, among which are enrichment or orientation offered by the college during the last year or two of high school, pre-college summer programs, and special programs during the first year or two on the campus. In some cases students may have to spend more than four academic years to earn a bachelor's degree. Earl McGrath, in his book on The Predominantly Negro Colleges and Universities in Transition,* suggests that the colleges consider supplementing regular faculty resources by using teams of capable graduate or undergraduate students, many of them drawn from other institutions. These students, like Peace Corps volunteers, would agree to give a certain number of months in order to work with entering students who are deficient in academic preparation for college.

The traditionally Negro institutions are already doing a substantial amount of remedial work. The 1967 General Assembly made available for these institutions special financial assistance for several purposes, one being remedial programs. Much more, however, needs to be done in this area, and the effectiveness of the efforts needs to be regularly and carefully evaluated.

Admissions. Each institution must continue its efforts to raise its standards of admission. One of the principal problems is that of finding reliable ways of determining whether a particular high school graduate is capable of college-level work. Representatives of the five institutions, meeting with the Board of Higher Education in 1966 and 1967, agreed that they would work toward achieving minimum Scholastic Aptitude Test scores at specified levels by 1972. Exceptions were to be made in certain cases, and it was recognized that SAT scores by themselves are not sufficient measures of a student's ability to do college work and that other criteria should also be used. There is evidence that, in determining the potential of youth who have suffered severe educational handicaps, the SAT scores are not so useful as they might be. North Carolina colleges and universities, in concert with others around the country, should continue to work at developing criteria which are more reliable for such students.

---

*Pages 64 and 165.

We suggest that the five public Negro institutions, in order to raise the level of the work done, should take a number of related actions. They should first see that they have competent admissions staffs and should engage in energetic recruiting of capable students. In their admissions policies they should consider SAT scores, but only in combination with all other available criteria. While working toward achievement of the minimum SAT scores agreed upon, they should maintain considerable flexibility in the application of this criterion. We believe that for the next few years these institutions should plan to remain at substantially their present sizes and that they should set and maintain rigorous standards for graduation. Such a combination of policies--energetic recruitment, increased selectivity, maintenance of present sizes, and insistence upon high standards for graduation--should result in quickly and materially raising the standards of performance at the institutions.

Areas of strength. We further suggest that the individual institutions carefully choose academic areas in which they propose to be notably strong. The choices should be made after a full review of the possibilities, in light of student interests and aptitudes, and in consideration of offerings available elsewhere in the state. The staff of the Board of Higher Education offers its assistance to the institutions to help identify such areas and to avoid unnecessary duplication. Once the areas have been selected, a determination should be made of how the special competence can be achieved and financed. If the institutions are to be transformed, considerable boldness and imagination will be required. One of the best ways to infuse a new spirit and a higher standard throughout an institution is to achieve exceptional competence in specific areas.

Staff and faculty. Many of the public colleges and universities, black and white, lack the minimum staff necessary to administer an efficient, effective organization. Administrative positions in a number of institutions are neither funded in adequate numbers nor in sufficient depth, and as a result the presidents and faculty members must assume many more functions than they can be expected to handle properly. The shortage in administrative staff is particularly acute in the Negro institutions. In some there is need for more assistance in the business office. In others there are no funded positions of registrar or admissions officer. In still others, no funded positions of dean of women or director of student financial aid. In institutions where extensive remedial work should be done, it is particularly important that the college or university be adequately staffed with fully-qualified admissions officers, student deans, and counselors. The 1967 General Assembly appropriated to the Board of Higher Education funds for allocation to the Negro colleges as special financial assistance. Some of these funds, as we have indicated, have been used in remedial programs; some have been used beneficially in alleviating staff shortages. The effort to provide the staff needed should be continued with the aim of funding and filling all the basic positions during the next biennium.

We have said that to accomplish the leap forward the institutions must have creative and imaginative programs. This they can do only if faculty members in every discipline are creative and imaginative. The institutions need to launch aggressive campaigns to improve existing faculty and to recruit new faculty. To assist them in doing this they need funds 1) to pay faculty salaries that are nationally competitive, 2) for travel and other recruiting expenses, and 3) for faculty study programs. In meeting the needs of their instructional programs the institutions might consider the possibility of augmenting regular faculty by employing short-term lecturers or consultants; these might be distinguished older scholars, or challenging younger ones, or even competent graduate students.

Summarizing the steps which we see as immediately necessary in order to achieve the suggested transformation of the traditionally Negro institutions,

we recommend:

1) that each institution reexamine its curriculum and other activities to eliminate unnecessary duplication and to insure continuing relevance to needs;

2) that each institution continue or undertake major, ongoing programs of remedial and compensatory education for entering students with inadequate preparation;

3) that, in order to raise the general level of performance, each college or university undertake vigorous recruitment of able students, raise admissions standards, insist upon high standards for graduation, and plan for the next few years to hold enrollment at approximately the current level;

4) that each institution choose one or more academic areas in which to be notably strong and map plans for achieving this strength; and

5) that each institution make every effort to obtain the staff and faculty which it will require, realizing that unless this is done it cannot achieve the dramatic changes in level and quality of work which are needed.

We further recommend that the General Assembly make it possible for these five institutions in the next biennium, not only to reach the level of faculty compensation which comparable white public institutions have reached, but also to reach national averages in appropriate categories; further that the General Assembly make available sufficient funds for additional administrative staffing, for faculty recruitment, for remedial and compensatory education, and for special projects of curriculum enrichment.

V. THE ROLE OF OTHER INSTITUTIONS

The education of Negro students, like the education of white students, is a responsibility of the whole system of higher education, not solely that of particular institutions. In the next few years at least, the predominantly Negro institutions must continue to serve a large number of students who are not adequately prepared for college. At the same time these institutions must be upgraded so that they are producing graduates who are in every way able to compete with graduates of other institutions. If the Negro institutions are to achieve both of these difficult and conflicting objectives, they must arrive at a satisfactory balance between the two. They will need, as we have suggested earlier, to set higher standards for admission, to engage in aggressive recruiting, and to provide intensive remedial and compensatory education for those who need it.

The Negro colleges, being relatively small and unable to handle unlimited numbers of students who require special work, will not find it possible to admit all who apply. Here the other institutions of the state must help. The Commission on Higher Educational Opportunity in the South said in August of 1967 that:

> predominantly white institutions, not only in the South but nationwide, must share the responsibility for educating disadvantaged Negroes. There is a tendency now toward recruiting exceptionally talented Negro students for admission to many universities and colleges. While this effort is laudable, it is to be hoped that the same institutions will realize an obligation to participate in the education of students whose disadvantage has been more severe.
>
> All institutions of higher learning--white and Negro, public and private, Northern and Southern--should adopt 'high risk' quotas which commit them to admitting disadvantaged students who do not meet normal admission requirements and providing them with the special training they need. The quotas should be limited by an honest assessment of the institution's capacity for serving the disadvantaged students effectively.*

We recommend that all institutions in the state actively recruit students, black and white, who have had educational disadvantages but who appear to have the ability to do college work, and that the institutions provide remedial and compensatory education and special counseling as needed. To the extent that the institutions can succeed in finding promising students and in bringing them up to college level, they will have helped in the solution of a pressing social problem and will have the satisfaction of knowing that they have salvaged valuable human talent for society. While we believe every institution in North Carolina should undertake such a program, the community colleges and technical institutes, being inexpensive and accessible to commuting students, are particularly well fitted to help in a large way with this important task.*

---

*The Negro and Higher Education in the South, Southern Regional Education Board, 1967, p. 26.

There are other significant ways in which the white and Negro institutions can work together. In Chapter VI we have discussed the two state-supported law schools. If our recommendations concerning them are carried out, the University of North Carolina at Chapel Hill must make vigorous and systematic efforts to attract Negro law students. In that chapter we have also discussed the need for close cooperation between North Carolina Agricultural and Technical State University and North Carolina State University, the two land-grant institutions; and we have recommended that these two institutions review their program offerings in agriculture and engineering.

Fayetteville State College and North Carolina State University are both conducting college-level work in Fayetteville, with North Carolina State University operating a degree-granting Center at Fort Bragg. Some Fayetteville State faculty members are teaching at the Fort Bragg Center and some of the Fort Bragg classes are conducted on the campus of Fayetteville State College. But there is room for much more cooperation between the two institutions, and as the faculty and facilities are strengthened at Fayetteville State College, cooperative ventures will become increasingly feasible.

---

*For a full discussion of the role of community colleges and technical institutes as "open door" institutions, see Chapter IV.

We recommend that North Carolina State University and Fayetteville State College initiate soon one or more study groups, in cooperation with the staff of the Board of Higher Education, designed to see that the most efficient use is made of the educational resources in the Fayetteville area.

North Carolina College at Durham and the University of North Carolina at Chapel Hill are within a 20-minute drive of each other. Each duplicates the efforts of the other in many fields. In certain of these fields, perhaps most of them, the duplication is fully justified. In others the cost to the state could be greatly reduced or the quality of the work markedly improved if the two institutions pooled their resources. These institutions have cooperated in many ways in the past, but in the years ahead even more extensive cooperation will be needed.

We recommend that the University of North Carolina at Chapel Hill and North Carolina College at Durham undertake as soon as possible, in cooperation with the staff of the Board of Higher Education, a review of their programs in order to make the most efficient and effective use of the state's resources.

There are similar opportunities for cooperation at Elizabeth City State College and at the College of the Albemarle, and

we therefore recommend that these two institutions, in cooperation with staff members of the Board of Higher Education and of the State Department of Community Colleges, review their programs to see how each can assist and complement the other and how the state's resources can be more efficiently used in that area.

Other opportunities for cooperation between Negro institutions and other institutions come readily to mind--Winston-Salem State College with the other institutions in that city; A & T with the University of North Carolina at Greensboro and the other colleges in the Greensboro area; North Carolina College with Duke, the University of North Carolina at Chapel Hill, and North Carolina State University; and Fayetteville State College with Methodist College. These do not begin to exhaust the possibilities even within the state. Some of our Negro institutions have already established strong and useful ties with universities in other states. Interinstitutional cooperation with universities overseas might also afford new insights and opportunities.

Many different kinds of benefits can result from interinstitutional agreements, including arrangements for visiting lecturers, assistance in research projects, joint sponsorship of cultural programs, joint seminars, exchanges of students or faculty, and sharing of laboratory or library facilities. It is particularly important for a small institution to work for the fullest cooperation with other institutions.

We therefore recommend that each of the predominantly Negro public institutions and each of its academic departments review the existing cooperative arrangements with other colleges and universities and explore creatively the possibility of developing further interinstitutional cooperation.

In facing the enormous job to be done, it may be encouraging to reflect upon what has happened in small liberal arts colleges and teachers colleges in the past few years. Earl McGrath* described it in this way in 1965:

> As recently as ten or fifteen years ago, a visitor to many of the small liberal arts and teachers colleges of America would have wondered how long many of them could survive, and indeed whether they should. Financial impoverishment appeared to doom them to mediocrity; the curricula of many needed reform; with rare exceptions their faculty members were poorly paid; they

---

*Op. cit., p. 154.

> lacked the tools and techniques to operate efficiently and effectively. One would not have believed that in the intervening years they could have made such progress as they have. Yet, with dedicated leadership, increased corporate support, more substantial alumni-giving, larger foundation grants, government assistance, and with augmented fees, the majority have succeeded in providing a higher education more nearly adequate to the demands of the times and the needs of their students.
>
> Many of the nation's predominantly Negro colleges are now handicapped by the same conditions that restricted developments in these other small colleges fifteen years ago. The curricula, faculties, students, and facilities of the Negro colleges have the same potential for improvement.

The transformation in the Negro institutions which we have described cannot be considered apart from overall educational planning for the state. The development of these institutions has to be designed in such a way that they will enter the mainstream of higher education, each serving the entire North Carolina community as a first-class institution of higher education.*

---

*See Chapter VII for further discussion of interinstitutional cooperation.

CHAPTER XI

PRIVATE HIGHER EDUCATION

The planning efforts of the Board of Higher Education have involved, insofar as possible, all North Carolina colleges and universities, public and private, and we have had excellent voluntary cooperation from all private institutions. Many representatives of private colleges have served on Board of Higher Education study committees and have otherwise been supportive of the Board's planning efforts.

Forty-two of the 71 colleges and universities in North Carolina are private and church-related institutions, enrolling 39 percent of the college students in fall 1967. In a speech at Chowan College in September 1967, Governor Moore stated that "if North Carolina has greatness--and most assuredly it does--the private and church-related colleges have contributed substantially to it. These institutions carried the major burden of educating our young men and women until just a few years ago."

While the Board of Higher Education is charged, in the main, with the planning and coordination of public higher education, such planning must take into account the past and present contributions of the private institutions and their plans for the future. Optimum use should be made of all resources available to higher education, and public policy should be developed with that end in mind.

Of the 120,558 students enrolled in North Carolina's public and private colleges in fall 1967, 84,643 were residents of North Carolina; 25,803 of these residents were enrolled in the private colleges. In the 1966-67 academic year, 16,539 degrees were conferred by all colleges and universities in the state, of which 6,138 (or 37 percent) were granted by the private colleges. One private university, Duke, awarded 36 percent of the total doctorates in the state that year. These and other factors clearly indicate the significance of the private colleges and universities in North Carolina higher education.

This chapter contains 1) a description of private higher education in North Carolina, 2) a review of the problems faced by private higher education in general, 3) a discussion of sources of support of private higher education including federal and state assistance now available to North Carolina private institutions, and 4) a discussion of ways in which a state might assist in assuring the continuation of strong dual systems of private and public higher education.

I. CHARACTERISTICS OF PRIVATE HIGHER EDUCATION IN NORTH CAROLINA

The private colleges and universities in North Carolina are governed by boards of trustees independent of state governmental agencies, except that they must be chartered and licensed to grant degrees by the state, and certain academic programs in the professions are subject to state approval.

An 1819 decision by the Supreme Court of the United States established the immunity of private colleges from state control. In that decision the Supreme Court, overthrowing an act of the New Hampshire legislature that attempted to alter the charter of Dartmouth College, ruled that the charter of a college is a contract binding on a state and is not to be impaired by a legislature. The decision greatly influenced the development of higher education in the United States. It guaranteed perpetuity of endowments and led to the founding of many private and denominational colleges with protection against secularization.

History. Higher education in the early years of this country was largely privately sponsored and supported. Public higher education did not develop in the nation or in North Carolina until the latter half of the nineteenth century, except for a few state universities, the University of North Carolina at Chapel Hill being an outstanding example.

In North Carolina the Moravians founded Salem Female Institute (now Salem College) in 1772, and provided the first private higher education in the state in 1802 when boarding students were first admitted. This was followed by Davidson College, founded in 1837 by the Presbyterians. The Baptists opened Wake Forest Institute (now University) in 1834; it was re-chartered in 1838 as a collegiate institution. Duke University traces its origin to a small subscription school founded in 1838. This school later became Union Institute and in 1853 was granted the right to award college degrees; it came officially under the control of the Methodist Church in 1857 and was granted a charter as Trinity College in 1859, changing its name in 1924 to Duke University.*

From these early beginnings, private colleges continued to grow in number and in importance to the state. Except for the University of North Carolina, established in 1795, the private colleges alone served the state for a period of 82 years. In 1877 the State Colored Normal School, now Fayetteville State College, was established. Other state-supported institutions followed with the expansion of the public school system and the splintering and growth of many new professions in addition to theology, law, and teaching, the primary concerns of early private institutions. Between 1877 and the turn of the century a total of seven teacher training institutions (normal schools) and land-grant colleges came into being in North Carolina with tax support. The normal schools later became teachers colleges and state colleges, and some are now regional universities. Also giving impetus to the growth of public institutions were strong movements toward increased secularization and democratization of higher education.

---

*See W. E. Drake, Higher Education in North Carolina Before 1860 (1964) 283 pages; William S. Powell, Higher Education in North Carolina, (1964) 71 pages; and North Carolina Board of Higher Education, 1961-63 Biennial Report, 61 pages.

Although public higher education took firm root, 19 of the 27 colleges in North Carolina in 1900 were privately supported. Today, as mentioned earlier, 42 of the 71 colleges and universities in the state are private or church-related. All but nine of the private institutions are co-educational. Eight colleges are for women: Bennett, Meredith, Queens, Sacred Heart, Salem, Peace, St. Mary's, and Vardell Hall. The one college for men is Davidson.

Several private colleges are comparatively new. Both Methodist College at Fayetteville and North Carolina Wesleyan College at Rocky Mount were founded in 1956 as senior institutions. St. Andrews Presbyterian College (senior) was established at Laurinburg in 1961 and Vardell Hall (junior) at Red Springs in 1966. In recent years a few institutions have also expanded vertically from junior to senior status. These include Belmont Abbey (1952), Pfeiffer (1954), Campbell (1961), Mars Hill (1963), Warren Wilson (1965), and Sacred Heart (1966). For a complete listing of all colleges and universities in North Carolina, see Appendix C.

All but three of the 42 private colleges and universities in North Carolina are related in one way or another to church bodies. Those that are not church-related are Mitchell College, Southwood College, and Vardell Hall. Thirty-nine private colleges in the state are related to a total of 14 religious bodies. There are nine colleges related to the Presbyterian Church; nine to the Methodist Church; seven to the Baptist; two each to the Protestant Episcopal, the Roman Catholic and the United Church of Christ, and one each to eight other denominations.

The following nine institutions are related to the Presbyterians:

Senior	Junior
Barber-Scotia College	Lees-McRae College
Davidson College	Montreat-Anderson College
Johnson C. Smith University	Peace College
Queens College	
St. Andrews Presbyterian College	
Warren Wilson College	

The following nine institutions are related to the Methodists:

Senior	Junior
Bennett College	Brevard College
Duke University*	Louisburg College
Greensboro College	
High Point College	
Methodist College	
North Carolina Wesleyan College	
Pfeiffer College	

The following seven institutions are related to the Baptists:

Senior	Junior
Campbell College	Chowan College
Mars Hill College	Gardner-Webb Junior College
Meredith College	Wingate College
Wake Forest University	

Belmont Abbey and Sacred Heart are related to the Roman Catholic Church; Saint Augustine's and Saint Mary's Junior College, to the Protestant Episcopal Church; and Catawba and Elon, to the United Church of Christ.

Eight colleges are related to eight other religious groups: Atlantic Christian (Disciples of Christ), Guilford (Friends), Lenoir Rhyne (Lutheran),

---

*While Duke University is associated with the Methodist Church by tradition and history, the University acts with total corporate autonomy under its Charter and Bylaws and is controlled and directed solely by its Board of Trustees.

Livingstone (African Methodist Episcopal Zion), Salem (Moravian), Shaw University (American Baptist), Kittrell (African Methodist Episcopal), and Mt. Olive Junior College (Free Will Baptist).*

Enrollment. In 1900 the total college enrollment in North Carolina approximated 5,000, with about two-thirds of the students in the private colleges. Beginning around 1915 the public college enrollment reached and slightly surpassed enrollment in the private colleges. From then until 1958 the enrollment ratio remained with slight variation at about 50 percent private and 50 percent public. Enrollments in both the public and private sectors from 1900 to the present with projections through 1975 are shown in Figure 11.

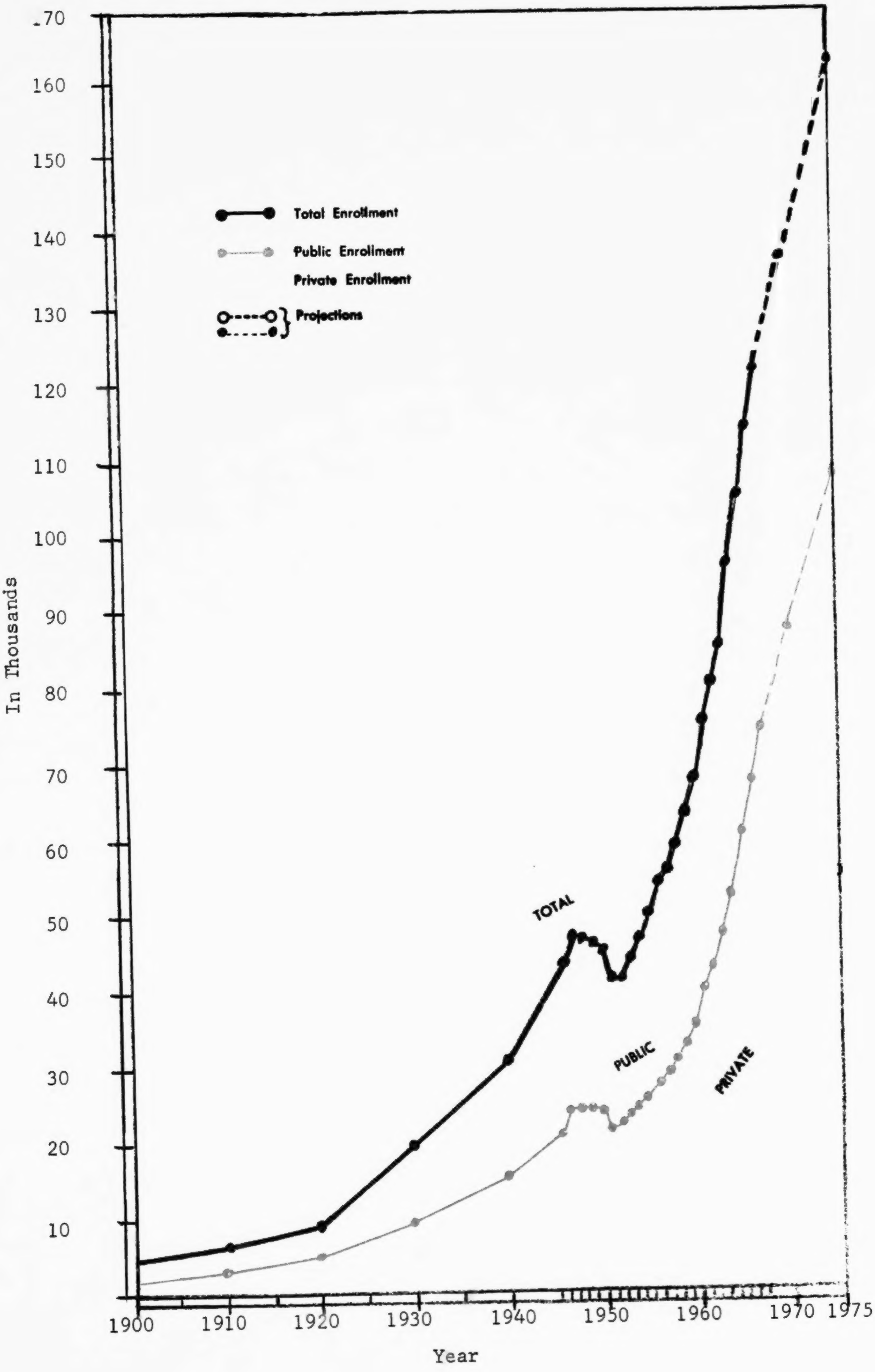
In fall 1967, 61 percent of college students in North Carolina were in the public institutions and 39 percent in the private, a shift of about 1 percent each year during the past decade. This change does not represent enrollment decreases in the private institutions but it does reflect a much faster rate of growth in the public ones. We predict that the percentage of enrollment in private institutions will continue to decrease to 34 percent in 1975. This projection assumes an increase of 1 percent a year in North Carolina high school graduates going to college.

About 330 Negro students were enrolled in 19 white private senior institutions in fall 1967. Eight white private junior colleges enrolled 60 Negro students in fall 1967. The percentage of Negro students in these white private institutions increased from 0.2 percent in 1963 to 0.9 percent in 1967. The seven private Negro institutions enrolled 12 white students

---

*Most of the above information was secured from the Education Directory--Part 3, Higher Education, published by the U. S. Office of Education, Department of Health, Education, and Welfare, Washington, D. C.

Figure 11. North Carolina College Enrollment Trend, 1900-1975



in fall 1967, an increase of white students in private Negro colleges from 0.1 percent in 1963 to 0.2 percent in 1967. All but two of the 12 public and private Negro institutions enrolled one or more white students in fall 1967.

As has been pointed out, 25,803 North Carolina residents in fall 1967 were in the private institutions (see Table XIV). If these private colleges did not now exist, and if the North Carolina students now enrolled in them were added to the public college enrollment, additional operating costs to the state would be in excess of $20 million each year and many additional millions would have to be spent for the required facilities. The private institutions in this state, therefore, represent a tremendous resource in higher education.

Degree programs.* In 1967 the private senior institutions offered bachelor's degree programs in 80 subject areas, largely in the arts and sciences and in teacher education. Two universities, Duke and Wake Forest, offered master's degree programs in 41 subject areas; and doctoral programs in 30 disciplines, 26 at Duke and 4 at Wake Forest. These two institutions, along with Livingstone College and Johnson C. Smith University, offered first professional degree programs in seven fields.

During the year ending June 30, 1967, a total of 6,138 bachelor's or higher degrees were granted by the private senior instituions. During the same period a total of 10,401 degrees were granted by the 16 public senior institutions.

The 6,138 degrees granted by the private sector consisted of 5,252 bachelor's, 402 first professional, 326 master's, and 158 doctor's degrees.

---

*See Chapter VI for further discussion of academic degree programs in public and private institutions.

TABLE XIV

ENROLLMENT IN NORTH CAROLINA PRIVATE COLLEGES AND UNIVERSITIES BY RESIDENCE STATUS AND INSTITUTION, FALL 1967

(Ranked According to the Number of In-State Students)

Institution	Out-Of State	In-State	Total Enrollment	Percent from N.C.
Senior Institutions				
Campbell College	578	1,770	2,348	75.4
Wake Forest University	1,500	1,663	3,163	52.6
Duke University	5,859	1,586	7,445	21.3
Atlantic Christian	181	1,298	1,479	87.8
Guilford College	332	1,241	1,573	78.9
Lenoir Rhyne	199	1,106	1,305	84.8
Elon College	458	996	1,454	68.5
High Point College	445	910	1,355	67.2
Mars Hill College	431	893	1,324	67.4
Methodist College	249	814	1,063	76.6
Meredith College	160	700	860	81.4
St. Augustine's	417	614	1,031	59.6
Livingstone College	280	613	893	68.6
Pfeiffer College	347	589	936	62.9
Catawba College	476	570	1,046	54.5
Johnson C. Smith	800	490	1,290	38.0
Shaw University	625	478	1,103	43.3
Greensboro College	200	468	668	70.1
N.C. Wesleyan	309	361	670	53.9
Davidson College	664	339	1,003	33.8
St. Andrews Presbyterian	583	330	913	36.1
Salem College	261	329	590	55.8
Bennett College	371	298	669	44.6
Barber-Scotia College	216	234	450	52.0
Belmont Abbey College	580	210	790	26.6
Queens College	634	185	819	22.6
Sacred Heart College	248	116	364	31.9
Warren Wilson College	212	95	307	31.0
Senior Total	17,615	19,296	36,911	52.3
Junior Colleges				
Wingate College	266	1,302	1,568	83.0
Gardner Webb Jr. College	354	934	1,288	72.5
Chowan College	707	595	1,302	45.7
Louisburg College	199	501	700	71.6
Mitchell College	59	484	543	89.1
Mt. Olive Jr. College	37	348	385	90.4
Peace College	38	341	379	90.0
Brevard College	325	320	645	49.6
Lees-McRae College	312	312	624	50.0
St. Mary's Jr. College	125	229	354	64.7
Southwood College	121	225	346	65.0
Montreat-Anderson	279	184	463	39.8
Kittrell College	137	139	276	50.4
Vardell Hall	29	38	67	56.7
Junior Total	2,988	5,952	8,940	66.6
Bible Colleges & Sem. Total	444	555	999	55.6
GRAND TOTAL	21,047	25,803	46,850	55.1

Duke University conferred 16 percent of the bachelor's, 68 percent of the first professional, 84 percent of the master's, and all of the doctor's degrees granted by the private institutions in that year.

The largest percentages of the bachelor's degrees conferred by the private institutions were, in order, social sciences (28 percent), education (18 percent), business and commerce (11 percent), and English (10 percent). At the professional level, 43 percent of the degrees were conferred in law and 32 percent in the health professions. Of the master's degrees conferred, 22 percent were in social sciences, 14 percent in English, and 13 percent in biological sciences. At the doctoral level, 21 percent of the total degrees conferred were in the social sciences and 21 percent were in the biological sciences.

Private institutions did not produce any degrees in such areas of study as agriculture, architecture, computer science, geography, library science, textiles, or radio, television and motion pictures. Conversely, the private institutions conferred relatively more degrees than did the public ones in philosophy and religion at all degree levels and in biological sciences at the bachelor's level.

During the period 1960-66 Duke University ranked 38th among the nation's doctorate-granting institutions, awarding 776 doctor's degrees in that period.

Interinstitutional cooperation.* Institutions of higher education, in efforts to enrich and expand their programs economically, are increasingly participating in cooperative arrangements with other colleges and universities. By sharing their resources, the colleges receive benefits at minimum cost without appreciably sacrificing institutional autonomy.

---

*See Chapter VII for further discussion of interinstitutional cooperation among public and private colleges and universities.

A 1968 Board of Higher Education survey revealed that all but two of the private colleges participated in formal cooperative arrangements with other institutions, to the extent shown below:

Senior

Atlantic Christian College	3	Livingstone College	2
Barber-Scotia College	4	Mars Hill College	3
Belmont Abbey College	7	Meredith College	9
Bennett College	8	Methodist College	3
Campbell College	5	N. C. Wesleyan College	3
Catawba College	3	Pfeiffer College	5
Davidson College	3	Queens College	4
Duke University	118*	Sacred Heart College	1
Elon College	4	St. Andrews Presbyterian	6
Greensboro College	6	St. Augustine's College	13
Guilford College	5	Salem College	4
High Point College	7	Shaw University	14
Johnson C. Smith University	2	Wake Forest University	6
Lenoir Rhyne College	3	Warren Wilson College	3

Junior

Brevard College	4	Montreat-Anderson College	3
Chowan College	4	Mount Olive Jr. College	4
Gardner-Webb Jr. College	2	Peace College	3
Kittrell College	0	St. Mary's College	3
Lees-McRae College	1	Southwood College	1
Louisburg College	3	Vardell Hall	0
Mitchell College	2	Wingate College	4

Initiative for developing many of the cooperative arrangements in which the institutions in North Carolina engage has come from the private sector. Notable among these are four area consortia: the Piedmont University Center, composed of 20 participating institutions in the Piedmont; the Association of Eastern North Carolina Colleges, comprised of 15 institutions in the East; the Coordinating Council of the Western North Carolina Conference of the Methodist Church, consisting of four institutions; and the Council on Christian Higher Education of the North Carolina Baptist State Convention, consisting of seven institutions. A newer consortium in Raleigh includes five private colleges and North Carolina State University. Institutions in these and other consortia engage in such programs as student exchange, faculty exchange, facility sharing, and joint purchasing.

---

*Sixty-four of these are bilateral arrangements between Duke University and other institutions concerning Duke's program in forestry.

Despite the progress that has been made, significant exploitation of the benefits of interinstitutional cooperation by the private colleges and universities is just beginning. Indications are that the institutions will pursue further this means of enriching and expanding their programs at minimum cost.

Accreditation.* North Carolina institutions of higher education are accredited regionally by the Southern Association of Colleges and Schools. All private colleges and universities in the state are regionally accredited with the exception of three junior colleges: Kittrell, Southwood, and Vardell Hall.

II. PRIVATE HIGHER EDUCATION IN CRISIS--A SURVEY OF THE NATIONAL SITUATION**

More and more states are coming to realize that their total higher education resources should be taken into account as plans for increasing numbers of students and for more complex and expensive programs are developed. Concurrently there has been a large amount of discussion in the press concerning the problems of the private colleges and universities. The dilemma faced by private colleges because of changing patterns of funding threatens the future health and vitality, and in some cases the very existence, of private colleges and universities. Continuous study of private higher education is necessary both by individual colleges and by state-wide planning groups in order to assure maximum use of all resources.

---

*See Chapter VII for further discussion of Accreditation.

**This section has been adapted from a Board of Higher Education staff study, A National Survey of Private Higher Education (20 pages), made with the assistance of William H. McFarlane (see Appendix P).

Basic issues. A general concern over the trend toward a growing imbalance between the public and private sectors of higher education is reflected in widespread national debate. Underlying this trend are pressures which threaten the entire national effort in higher education and, as such, are matters of grave public interest. More effective and responsive public policies are needed to assure the continuation of dual systems of strong public and private institutions.

This trend is particularly alarming to those who recognize that the public-private duality of higher education is a great asset: leading institutions in both sectors set goals and standards to which all aspire; dual systems of public and private institutions offer a richness and variety of educational experience that neither could achieve alone; and while much of the recent demand for greater college opportunity has been met by institutions supported primarily by public funds, a substantial portion has also been absorbed by institutions deriving most of their income from private sources, with considerable savings to the taxpayer.

The growing imbalance is indicative of a dangerous paradox in the recent history of American higher education. The impact of this paradox has been felt most acutely in the private sector but is serious in varying degrees throughout all of higher education. Briefly stated, unprecedented enrollment growth over the past ten years* has created the appearance of new levels of prosperity and vigor in higher education as a whole, while creating the reality of severe budgetary shortages and the threat of academic stagnation for many individual institutions.

---

*Nationally, enrollments doubled between 1958 and 1968, while expenditures more than tripled (from approximately $5 billion to over $17 billion).

At the heart of the problem are the astronomical costs of providing far more extensive, sophisticated, and complex programs of instruction, research, and allied services than ever before. Increases in financial support, while substantial, have not kept up with the more rapid increases in costs. Consequent budgetary deficits are initially translated into quality deficits--shrinking capabilities to compete for better faculty and students, to keep abreast of explosive advances in knowledge and technology, and to expand and modernize physical plants. Eventually an unrelenting cost-revenue squeeze raises the question of survival for many private institutions and results in a general deterioration of academic vitality for all but the strongest institutions in both sectors.

Long-range threats to the total system, however, are not so clearly evident as is the immediate crisis for institutions in the private sector. A number of prominent independent universities (e.g., the Universities of Buffalo, Houston, and Pittsburgh) have already been absorbed into the public sector as the alternative to insolvency; others are desperately seeking to close multi-million dollar gaps in their budgets.* Private institutions have enrolled a decreasing proportion of the total enrollment during the past decade, with further disparities projected as the college population continues to climb nationally from approximately 7.4 million in 1968 toward an estimated 10 million by 1975.*

---

*According to recent reports, 20 liberal arts colleges and universities in the nation, with endowments totalling in excess of $1.6 billion, estimate that current operating deficits of approximately $3 million will increase to $45 million by 1973.

Symptoms of financial instability suggest that in a few years only the more affluent private institutions will be independent in any real sense. Increasing enrollment imbalances will eventually exclude the private sector from significant participation in the emerging national commitment to equality of opportunity for any student interested in and capable of college work. If current trends continue, the long-term consequences for the total system will eventually become as clear as the current crisis in the private sector--the evolution of a single system of publicly-controlled colleges and universities.

Drastic measures are needed to attack the fundamental problems in a way that will restore a mutually reinforcing balance to public and private higher education. One of the more urgent needs is for internal reform in educational management. The widespread budgetary difficulties, with adverse educational side-effects, suggest, among other things, that college trustees and administrators have not faced up to the financial and administrative realities of higher education today. Most colleges and universities need to revitalize their operations through more effective allocation of available resources, more aggressive fund-raising, better administrative practices, and academic innovation.

The universality of the problem, even among strong and well managed institutions, also suggests that the financial gap cannot be closed by internal reforms alone. The more pervasive need is for substantially higher levels of income to offset higher costs. This may require a national commitment to provide increased financial support from state and federal sources, available to public and private institutions alike.

---

*Private institutions of higher education, comprising nearly two-thirds of the nation's colleges and universities, now enroll approximately one-third of all college students and by 1975 are expected to have only one-fifth of the students then enrolled.

In view of competing priorities, the task of generating large-scale increases in public financial support for higher education is one of formidable proportions. When the need also encompasses proposals for public funding of private and sectarian institutions, additional obstacles arise. On the one hand, there are those who are opposed to public aid for private institutions on constitutional or other grounds, and on the other hand, there are those who fear that private institutions cannot receive public support without coming under public control. The prevailing view holds, nevertheless, that progress toward solving the current crisis must come through recognizing that private institutions, no less than public ones, exist to serve the general welfare, and that both have valid claims to broader forms of support. Most public and private colleges already seek and accept support from all available sources.

In sum, the problems of private higher education raise fundamental questions of public policy concerning the preservation of strength and diversity in higher education. The central question is how to maintain an optimum balance between public and private institutions. The indications are that state and federal governments must assume much greater responsibilities in this endeavor.

Stated in this way, it would appear that answers to the central questions are simple enough; but, as Clark Kerr, the former president of the University of California, has noted, "simple answers are not responsive to the complexities of the problem." Genuine concerns arise as to whether increased programs of public funding can be sufficiently responsive, particularly in view of obstacles that range from competing national priorities, through fears of excessive governmental controls, to historic antagonisms against public aid for private institutions. Because of these complexities, solutions are not clear-cut and there may indeed be none applicable throughout the nation.

In the present situation, therefore, the national debate over the "plight of private higher education" (and by extrapolation, over the health of all of higher education) has taken on something of the nature of an inconclusive dialogue in which various points of view on the central issue are presented and alternative courses of action are evaluated. In later sections of this chapter some attention will be devoted to specific national trends that may ease the private college crisis and simultaneously strengthen the total system. At best, however, such trends can probably serve now only as suggestions for action by state and regional groups within the context of their own educational needs, governmental policies, legal constraints, and the existing relationships between public and private institutions which vary in substance and structure from state to state.

National dimensions. A basic agrument against broader governmental support for private higher education is that it may increase governmental control. This effect can be diluted to some extent by maintaining maximum diversity of funding sources with a balanced distribution of income from among them. It is problematical, however, whether the necessary levels of income can be achieved and a balanced distribution of funding can be maintained. To meet projected needs, it is estimated that the total budget for higher education, now 2 percent of the Gross National Product, will have to increase to 3 percent over the next decade or less. To what extent and in what proportions these additional billions (estimated to be over $30 billion by 1975) will be secured from federal, state, and private sources are critically important questions.

The ideal solution would be for the major share to come from increased private funding (fees and voluntary support), but indications are that this is an unrealistic prospect. Prevailing opinion is that the largest increase in absolute volume must necessarily come from federal sources (for construction, current operations, and grants and contracts for sponsored research), with the attendant danger of centralized controls. There is some reassurance, however, in estimates indicating that the eventual distribution will level off at one-third federal, and two-thirds state and private combined, compared with a present 20 percent federal and 80 percent state and private.

Since increases in private funding are expected to be relatively modest, expansion of public funding at the state level appears to offer the greatest hope for offsetting adverse pressures from increased federal funding, although this introduces the possibility of excessive governmental control by state agencies. On the other hand, colleges and universities can exercise greater influence over the development of educational policies at the state level than at the federal level. In addition, differences among the states and regions with respect to educational needs, policies, traditions, and relationships between public and private institutions are perhaps the greatest safeguards against the evolution of a monolithic system of higher education.

Prospects for reform. In principle, state-level increases in funding appear to offer a more immediate, if not wholly adequate, response to the urgent aspects of the private college crisis. Expansion of higher education generally enjoys high priority in most states, and a number of states are giving substantial emphasis to coordination of public and private institutions in meeting overall state needs.

In practice, however, prospects are not bright for immediate and concerted action at either federal or state levels of government, albeit for different reasons. At the national level, the Vietnam war is the largest immediate obstacle, along with urgent priorities such as the war on poverty and problems of the cities. At the state level the usual objections are that states lack sufficient funds to provide the services needed by the people and that public institutions of higher education have serious unmet needs. There are also other, more subtle obstacles involving sometimes irrational antagonism when broader public assistance to private colleges is proposed. Much of this in some states is deeply rooted in their traditions or in their constitutions and statutes.

Nevertheless, the precedents for state assistance to private higher education are many and varied, even if they have more typically evolved from local circumstances than from the large-scale approach needed in the present situation. At least one state, New York, offers a prototype of purposeful state policies aimed directly at easing the plight of its private institutions while strengthening and expanding the development of its public ones. All things considered, it would seem that a more favorable climate for progressive state action could be generated. Specific programs of state assistance to private higher education are discussed later in this chapter.

Legal issues. Although the legal issues over which challenges arise about public assistance to private institutions are essentially the same at federal and state levels of government, legislative and judicial policies and actions differ significantly. For many years, those who have sought to oppose such governmental programs have argued that aid to private and church-related educational institutions violates the First Amendment of the United States Constitution, which forbids Congress to pass laws respecting the establishment of religion, and the Fourteenth Amendment, which makes this prohibition binding upon the states.

Those who favor greater cooperation between government and private educational institutions, however, are quick to point out that rigid separation of church and state has little historical basis, that for almost a century the "absolute separation" doctrine was unknown to American constitutional law. The phrase "separation of church and state" does not appear until an 1879 Supreme Court decision, and then only to the effect that a person's religious beliefs do not exempt him from an enactment of Congress making polygamy a crime. Those who urge greater cooperation also point out that the idea of an absolute separation of church and state was largely ignored during the 150 years of Protestant political and cultural hegemony in the United States.*

Recent federal legislation providing increased aid to higher education in general has studiously avoided language which would create eligibility distinctions between public and private institutions. The Supreme Court has also tended to de-emphasize the rigid doctrine of church-state separation which has been a major concern of those who oppose public funds for private institutions. Recent federal legislation that makes possible direct aid to private colleges and universities has thus far survived those who would test its constitutionality.

---

*Allen O. Pfnister and Gary Quehl, Report on the Status of Private Higher Education in Missouri, June 1, 1967.

On the other hand, aggressive state action appears to be inhibited in most states by more explicit constitutional restrictions on state aid to private or sectarian institutions, by the tendency of state courts to admit taxpayer challenges of state expenditures, and by resulting decisions which rigidly interpret the law. In this respect, a recent court decision in Maryland* (where capital grants to non-public institutions have been made for a number of years) held that under the First Amendment state grants to colleges "of sectarian repute" could not be made even when the purpose of the grants was non-religious in nature. This may generate further restrictions by encouraging similar challenges in other states. The Maryland case also introduced a new judicial criterion for determining the legality of such grants--the "degree of religiosity" which an institution's policies and programs may reflect.

III. SOURCES OF FINANCIAL SUPPORT

Financial support for private higher education comes from the following major sources: 1) interest on invested funds, 2) sponsoring constituencies, 3) gifts and bequests, 4) student receipts, and 5) government.

There is consensus among those who have studied the financing of higher education that income from endowments and investments, sponsoring organizations and constituencies, and gifts and bequests is unlikely to provide a significantly larger proportion of the needed resources than has been true in recent years.

---

*Horace Mann League v. Board of Public Works of Maryland.

Although corporate support has grown rapidly since the end of World War II and will continue to exert an important and beneficial influence, it is not likely to solve the financial problems of private higher education. Further, corporate support is being sought increasingly by public colleges and universities.

Foundations are diversifying their contributions and fewer of them now focus on education alone. For example, the Danforth Foundation has recently added to its traditional emphasis on education an emphasis on the problems of the cities. Foundations may be reacting out of a feeling of helplessness with respect to higher education. In this regard, President McGeorge Bundy of the Ford Foundation has said that "The present needs of deans and presidents, strung end to end, would go three times around the endowment of the Ford Foundation, without a pause for breath." The decision of many foundations to level off or reduce support for higher education in the next decade comes at a time when institutions of higher education need such support more than ever.

A more detailed review of financial support of the private colleges from student receipts and federal and state sources follows.

Student receipts. Basic direct costs to students attending a residential college are for tuition, fees, room and board. In fall 1967 the average minimum total student cost was $1,651 at private senior colleges and universities in North Carolina, and $1,373 at private junior colleges.* The average minimum cost for tuition and fees to undergraduate commuting students was $1,013 at private senior colleges and $717 at private junior colleges.

---

*For a male undergraduate student, resident of the state, living in a dormitory, and dining on campus. The minimum costs shown do not include books, supplies, travel, laundry, recreation, clothing, etc.

By contrast, the average minimum total cost to North Carolina students in public institutions was $1,200 at campuses of the University of North Carolina and $975 at the senior colleges and regional universities.* The average minimum cost for commuting students was $415 at the University of North Carolina campuses, $366 at the senior colleges and regional universities, and $232 at the community colleges.

These minimum student costs represent significant increases over past years. In the three-year span from fall 1964 to fall 1967 (beginning freshmen in fall 1964 were seniors in fall 1967) charges for tuition and fees at the private colleges and universities in North Carolina increased an average of 32.4 percent; at the public institutions the increase was 11.5 percent.

For 50 years prior to about 1957 the ratio of total student costs between private and public institutions in the United States remained relatively constant at about 1.5 to 1. In the past decade, however, the ratio has increased to more than 2 to 1.** In North Carolina the ratio has increased to about 1.7 to 1, with charges in private institutions being about 70 percent higher than in the public ones. Instructional costs account for the higher charges in the private sector. Room and board charges, however, are about the same in both private and public colleges because of comparable policies concerning self-liquidation of auxiliary services such as dormitories, student unions, health care, and dining facilities.

There has been little difference between private and public institutions in the rate at which costs of instruction have risen. Lacking sufficient support from their sponsoring bodies and from philanthropy, the private colleges of necessity have had to pass on to students the bulk of increasing instructional costs. In public institutions the increased costs of instruction for the most part have been absorbed by the state in the form of increased appropriations. Generally, students in the private sector bear from 50 to 70 percent of the total cost of instruction, compared with about 20 percent borne by students in public colleges.

---

*Ibid.

**Address by Allan M. Cartter, Chancellor, New York University, January 17, 1968.

Between 1963 and 1967 faculty salaries increased nationally by 6 percent per annum, and averaged $11,033 in 1967-68. Average faculty salaries in North Carolina senior institutions for the 1967-68 academic year were $10,430 in the public institutions, and $9,857 in the private ones. In both public and private colleges, however, faculty salaries have escalated in recent years and will continue to escalate if the economy continues its upward spiral.

In addition to faculty salary increases, the financing problem of private higher education is compounded by the general cost rise on most other fronts. Higher education consumes a broad array of services and materials,ranging from labor to food to building supplies, and thus must pay its share of any general cost increase.

Recent large increases in student charges have been a result of an annual 14 percent growth in costs to the institutions in the past decade, and it is predicted that they will continue to grow at an annual rate of at least 10 percent "for as far ahead as the eye can see."* At the same time student charges will continue to mount. Some believe, however, that the costs being borne by students already have become disproportionately large in the private colleges.

---

*Statement by McGeorge Bundy of the Ford Foundation.

Federal government. Government support now tends to be limited to student financial aid, construction grants for facilities, and sponsored research and is almost completely lacking with reference to the cost of instructional programs in the colleges.

A cautious but steady growth of federal aid to private higher education has occurred since 1935. Though they had often received indirect benefits, private and sectarian colleges and universities were by design excluded from such early forms of federal aid as the Morrill Acts of 1862 and 1890, the Hatch Act of 1887, the Smith-Lever Act of 1914, and the Smith-Hughes Act of 1917. These landmark involvements of the Federal Government did much to foster the rapid growth and development of public higher education in the United States.

Aid to private schools on the part of the Federal Government began when funds to students were dispensed by the National Youth Administration between 1935 and 1943. This was the first federal program of "indirect" aid to private colleges and universities. Following World War II the G. I. Bill made subsistence payments to individual students and paid tuition and fees directly to the public and private institutions of higher education.

In the early 1950's, the Korean War G. I. Bill and the Housing and Home Finance Agency, established to provide long-term loans to all colleges for the construction of dormitories, were also major forms of federal aid to private institutions of higher education. In the mid-1950's the Federal Government began its direct involvement with private colleges in the form of special grants and research contracts made by such agencies as the Atomic

Energy Commission, the National Institutes of Health, the Department of Defense, the National Aeronautics and Space Administration, the National Science Foundation, the Office of Education, the Department of Agriculture, and later by the Office of Economic Opportunity. For some major institutions such grants and contracts have become a primary source of income.

The National Defense Education Act of 1958 carried the involvement of the Federal Government even further and continued the trend of direct aid to the colleges and universities.

The Higher Educational Facilities Act of 1963 authorized governmental assistance through direct grants and loans to the colleges to finance the construction, renovation, and improvement of academic facilities; and the Higher Education Act of 1965 also authorized direct aid to the colleges and universities for various purposes.

Federal legislation enacted in the past ten years has provided for equal participation by both public and private institutions. In recent higher education legislation, all colleges and universities are referred to as "institutions of higher learning" with the terms "private" and "sectarian" consciously avoided. The only reference suggesting a distinction is that funds may not be used to build facilities for "sectarian instruction" or for "religious worship or primarily in connection with a department of religion or divinity."*

The only significant restrictions tied to federal support are that 1) the funds be used for the purposes for which they are allotted, be administered through recognized bookkeeping procedures, and be subject to audit, 2) that the institutions provide information about their operations, and 3) that the institutions comply with Title VI of the Civil Rights Act of 1964 entitled "Nondiscrimination in Federally Assisted Programs." This Act states that

---

*Pfnister and Quehl, op. cit.

> No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program actually receiving Federal financial assistance.

All but one of the private colleges in North Carolina have indicated compliance with this Title of the Civil Rights Act.

The Federal Government has declared* that after academic facilities constructed with the assistance of federal funds have been used for 20 years for the purposes originally agreed upon,

> public benefit accruing to the United States from such use will equal or exceed in value the amount of such grant or grants. The period of twenty years after completion of such construction shall therefore be deemed to be the period of Federal interest in such facility for the purposes of this Act.

In summary, the existing types of federal funding, intended to benefit private institutions as well as public ones, include student aid, capital grants and loans, and categorical (project) or research support. Capital grants and loans and categorical support have had uneven effects across the spectrum of institutions, with the stronger and more inventive colleges and universities receiving the greater benefits. Further, these forms of aid generally mean additional costs for the institutions: for example, recurring maintenance costs for facilities built with federal funds, or continuing institutional commitments for programs initiated with federal funds. But such programs clearly have provided a strong impetus toward strengthening, diversifying, and increasing higher educational productivity over the past decade.

---

*Higher Education Facilities Act of 1963, Public Law 88-204, Section 404(a).

Major proposals for new types of federal aid include tax relief for parents and donors, and block (i.e., lump sum) grants based on specific formulas. Each of these types of aid has both beneficial and detrimental features.

Since students do not pay the full cost of their education and since donors typically give for buildings rather than current operations, student aid and tax relief for parents, in encouraging college attendance by more students, result in additional strains on institutional budgets, although they strengthen the free market aspects of higher education and stimulate physical expansion and increased enrollments. A particularly strong criticism of income tax relief is that it would give assistance to high-income individuals and families, with the more affluent institutions receiving the greater benefits.

The formula grant appears to be one of the more promising, yet more controversial, of all proposals. The impact of formula or block grants would vary widely, depending on the formula. Formula grants could, however, provide the greatest relief where most needed--in meeting operating deficits in private institutions. They could help stabilize the financial position of struggling institutions as well as furnish the impetus needed to strengthen others. But formula grants court the danger of greater governmental controls. One variation, however, which has not received the consideration it deserves, could minimize this danger: formula funding based on costs of operating and maintaining physical plants, a growing item in most institutional budgets. Since formulas involved in these grants would be based on objective cost data having little to do with educational policies, governmental standards could be set with minimum impact on institutional autonomy in academic matters.

The exact extent of federal aid to private colleges in North Carolina is difficult to ascertain because of the multiple channels through which the funds are forwarded to the institutions. Many of the funds go directly to the colleges for special programs from separate federal agencies such as the Office of Education, the National Science Foundation, and the Office of Economic Opportunity. Other funds come through state agencies such as the State Board of Higher Education, the State Commission on Higher Education Facilities, and the State Department of Administration. Some funds go directly to students.

An indication of the extent of participation by North Carolina private colleges in federal aid programs is revealed from an analysis of allocations under the Higher Education Facilities Act of 1963 during fiscal years 1965 through 1968 and the Higher Education Act of 1965 for fiscal year 1967.

Federal funds allocated to all colleges and universities in North Carolina under the Higher Education Facilities Act of 1963 in fiscal years 1965-68 (beginning July 1, 1964 and ending June 30, 1968) totaled $45,513,489 (see Appendix M). Private institutions received grants for undergraduate academic facilities in the amount of $11,397,816, grants for graduate academic facilities in the amount of $1,499,068, and loans for the construction of academic facilities totaling $5,542,000--an overall total of $18,438,884, or 40.5 percent of the total allocations in the state.

The private colleges in North Carolina received the following amounts under the Higher Education Act of 1965 during fiscal year 1967:

College Library Assistance and Library Training and Research (Title II)	$ 231,754
Strengthening Developing Institutions (Title III)	1,266,962
College Work Study Program (Title IV)	1,256,526
Economic Opportunity Grants (Title IV)	1,316,400
Student Loans (Title IV)	2,302,767
Teacher Programs (Title V)	39,200
Improvement of Undergraduate Instruction (Title VI)	193,432
Total	$6,607,041

The total federal funds distributed under this Act in fiscal year 1967 to public and private institutions in North Carolina came to $14,723,713, and the $6,607,041 received by the private institutions amounted to 44.9 percent of the total.

State government. The first financial assistance provided by the State of North Carolina to private higher education was in the form of loans of $10,000 each to Wake Forest College in 1841 and to Trinity College in 1859.* No further direct or indirect assistance was given to private higher education by the State of North Carolina until recent years.

North Carolina's current participation in programs of financial assistance to private post-high school education is limited to 1) money paid to out-of-state private institutions for study in certain fields, 2) student financial aid programs for specific purposes, 3) special income tax exemptions for parents of students in college, 4) income tax deductions of gifts to colleges; and 5) assistance to diploma schools of nursing.

In 1949 North Carolina entered the student contract program of the Southern Regional Education Board, which permits a state to purchase instructional services in certain academic programs of high cost but moderate enrollment. Under contract with SREB, states may send students to institutions in other states, some of which are private, for the study of medicine, dentistry, veterinary medicine, public health, social work, or special education. Under this program, North Carolina sends students to such private out-of-state institutions as Meharry Medical College, Tuskegee Institute, and George Peabody College and through SREB pays to the training institution a set fee for each student.

---

*William S. Powell, Higher Education in North Carolina, 1964.

Since 1950 North Carolina has contracted in the amount of $563,375 for the medical education of students from North Carolina at Meharry Medical College, a private institution in Tennessee attended predominantly by Negroes. North Carolina has paid through SREB to Meharry $2,250 a year (increased to $2,500 in the fall 1968) for each student, and the student receives a $250 tuition reduction.

For 18 years North Carolina has provided training in veterinary medicine through SREB for its residents for about $1,098,500--little more than the annual operating budget of some veterinary schools. North Carolina students under this program attend the University of Georgia (public), Oklahoma State University (public), and Tuskegee Institute (private). Of the total spent for veterinary medicine, $156,250 has been paid to the private institution, Tuskeegee, since 1951.

Since 1950 North Carolina has spent $264,750 through SREB to provide dental training in other states for its residents. Before the dental school opened at the University of North Carolina at Chapel Hill, North Carolina students attended the dental school at Emory University (private). North Carolina now sends some students to dental school at Meharry Medical College (private), paying $1,500 annually (increased to $1,800 in fall 1968) to Meharry for each student; the student receives a $250 reduction in tuition.

During the past 16 years North Carolina has paid $42,375 to Atlanta University (private) through SREB for training in social work. The state pays $750 annually per student to Atlanta University and students pay a reduced tuition fee. North Carolina also sends students to George Peabody College for Teachers (private) in Nashville under SREB contract to be trained as teachers of the deaf and blind.

Within North Carolina there are six student financial aid programs, funded in whole or in part by state appropriations, which are available to students who attend private as well as public colleges. They are 1) the prospective teacher scholarship-loan program, 2) scholarships for students who plan to become teachers of mentally retarded children, 3) scholarships for physically handicapped students, 4) scholarships for medical and paramedical students, 5) scholarships for students in certain mental health fields, and 6) the low-interest guaranteed student loan program.

The North Carolina General Assembly enacted legislation in 1967 allowing a state income tax exemption of $600 for a dependent who is a full-time student at either a public or private college. In addition, in 1967 the General Assembly appropriated $300,000 for the biennium for direct assistance to nursing education programs in private as well as public hospitals to be distributed in the amount of $100 each year for each student enrolled.

A Bill (S.B. 264 and H.B. 508) submitted to the 1963 General Assembly would have established the "North Carolina Student Incentive Plan." If it had been enacted, it would have provided grants to students of up to $100 per semester or the equivalent, the exact amount depending on family annual income up to $7,200. This Bill, which was favorably reported out of the House and Senate committees on higher education, was defeated in the subcommittee of the Joint Appropriations Committee.

IV. ASSISTANCE TO PRIVATE HIGHER EDUCATION IN OTHER STATES*

Should a state take into account the past history and present services of the private and church-related colleges as higher education develops? Should the expansion of public institutions allow fully for the future plans and optimum development of resources in the private sector? Is public interest served by ascertaining the likely role of private and church-related colleges in the future, and the ways in which all levels of state action might contribute to the continued improvement and pursuit of excellence in the private as well as public institutions? The limited extent to which the State of North Carolina has supported private higher education was reviewed in the preceding section. In this section the steps other states have taken toward assuring the continuation of strong private sectors in their systems of higher education are discussed.

As indicated earlier, the constitutions of most states forbid, in various ways, direct appropriations of tax funds to institutions that are privately controlled or under sectarian religious control. Only Pennsylvania, Maryland, and Vermont make regular annual legislative appropriations directly to private institutions, and Maryland and Vermont are the only two states that do not have any specific constitutional provision concerning the use of tax funds, either direct or indirect, for schools controlled by religious organizations.

Pennsylvania is the only state making large direct appropriations of state tax funds to private institutions for operating expenses. In 1964-65 it appropriated almost $25 million in direct aid to its private colleges and universities. Maryland is the only Southern state which has provided significant public sums for the construction of facilities in church-related colleges. The constitutionality of such appropriations in Maryland has been questioned and has not yet been settled.

---

*This section has been adapted largely from Allan O. Pfnister and Gary Quehl, Report on the Status of Private Higher Education in Missouri, June 1, 1967, 104 pages.

In a comprehensive study of the relationship of state governments to private institutions of higher education, the following types of assistance were reported by the 36 states from which information was secured: scholarship aid to students in particular institutions, such as Alabama's aid to students attending Tuskegee Institute; scholarship tuition equalization and loan plans in one form or another in 22 states; contractual arrangements for specific services or programs; direct appropriations for current operations; direct appropriations, or loans (such as are made by the New York State Dormitory Construction Authority) for construction or improvement of facilities; and special agencies to administer certain special programs.

State aid through scholarship or tuition equalization. The most frequently reported state aid arrangements are scholarship and tuition equalization programs, in which amounts ranging up to $1,500 each year are made available to students to attend institutions of their choice. The scholarship programs now in existence reflect considerable variation. Basic to all of the programs, however, is the principle that the award is given to the student and not to the institution, and that the student may attend the college of his choice, public or private, generally within the state.

The rationale is that state tax funds may and should be used to expand higher educational opportunities for students within a state. By aiding the student such programs do not raise the question of church-state relations. It is misleading to label a scholarship program as aid to private institutions.

The experience in some states (e.g., California and Illinois), however, seems to be that proportionately more recipients of scholarship aid attend private than public institutions. The overall pattern of higher educational opportunities available in the state is, of course, a factor. A scholarship program does give the student more of an option, however, and if he should desire to attend a private institution, its higher tuition becomes less of a barrier to him.

While the scholarship award is made to individual students on the basis of need and potential, the funds are most often transmitted directly to the institution designated by the scholarship recipient. In some few instances the funds are paid directly to the recipient (New Jersey, Oregon, Michigan, Wisconsin) or jointly to him and the institution (Vermont). Five states allow the scholarships to be used in out-of-state institutions (Massachusetts, Rhode Island, New Jersey, Pennsylvania, Vermont). Maine allows the scholarship to be used outside the state if the program in which the student enrolls is not available within one of the existing institutions in the state. The New York Regents College Teaching Fellowship allows the recipient (who is preparing to teach in one of the New York institutions) to use the fellowship in any accredited institution within the United States. Two of the New York programs provide tuition equalization grants designated for use in private institutions; an award, in addition to the regular state scholarship award, is available to students attending private institutions. In Michigan a scholarship grant of up to $800 may be supplemented by an additional amount of up to $500 if the recipient elects to attend a private college.

Of the 17 scholarship plans on which more detailed information is available, 10 were begun since 1961. More information on certain features of state scholarship programs be found in Appendix K.

Contractual relationships. In a limited number of states contracts have been entered into by state agencies and private colleges. Among the states with such arrangements are New York, Alabama, New Jersey, and Louisiana. In addition to the long-standing contractual relationship between the State of New York and Cornell University, New York has contracts with other institutions, for example, in ceramics with Alfred University and in public administration jointly with Syracuse University and New York University. Alabama has contracts in engineering, veterinary medicine, and agriculture at Tuskegee Institute. Louisiana has an arrangement with Tulane University Medical School. New Jersey has contracts for certain educational services with Newark College of Engineering.

The central question in the development of contractual relationships is whether and to what extent it is feasible for a state to supplement its own resources through existing programs in private institutions. For economic reasons alone, it may in some cases be advantageous to the state to contract with private institutions for the use of existing resources in lieu of creating new ones.

Direct aid. A few states grant funds directly to private institutions. Alabama provides some financial support to Marion Institute and Walker College. Pennsylvania has long assisted the University of Pennsylvania and Temple University, both privately controlled; state funds are allocated on a per-student-per-year basis, with direct grants to each institution. Maryland has made grants to private schools for facilities. The long-range plan for the development of higher education in Ohio recommends state assistance to private colleges for construction of physical facilities. New York is providing funds for expanded programs in medical education in private universities.

Recent developments in New York merit special attention with reference to state responsiveness to private college problems. The last session of the New York legislature created a program of formula grants based on per-capita degree production (payment to private institutions of $400 for each bachelor's and master's degree granted, and $2,400 for each doctorate). The program differentiates between undergraduate and graduate programs in various disciplines, and restricts eligibility to private institutions which meet prescribed minimum standards.

Promising developments toward state assistance in assuring a strong private higher education sector are student aid programs, capital grants, and categorical support--the latter typically in the form of grants or contracts for specialized services not otherwise available. A promising variation of categorical support, suggested as a means of assisting both sectors of a dual system, would be contracts, or formula appropriations to local or regional consortia (including both public and private institutions) growing out of cooperative agreements for interinstitutional instructional programs or consolidated non-instructional activities and services (e.g., library and computer services, cultural programs, housing and food services, insurance, or purchasing).

Although it may in some ways appear that, except in a few states, the movement of state governments toward more responsive and direct assistance to private institutions consists of more rhetoric than action, considerable movement in the direction of state assistance has occurred in the past few years, as indicated in the approaches discussed in the preceding pages. A further indication of increasing interest in this subject is the study of this matter initiated in October 1968 by the Education Commission of the States on behalf of its 40 member states.

The previous sections of this chapter have dealt with the problems faced by private higher education in the nation and in North Carolina. Examples have been given of ways in which other states have sought to assure the continuation of a strong private higher education sector.

Governor Moore, in his Chowan College speech, referred to earlier, also noted that

> Without a strong system of private higher education, the cost of meeting the demands might become prohibitive to the State. And, of at least equal importance, a vital check and balance against the dangers of a State higher educational monopoly would be lost....The role which the State might play in providing financial assistance to the private colleges or to their students is one of the key national questions in higher education today....

In concluding, he said that "we must plan so as to encourage--not discourage--the continued contributions of private and church-related institutions. We realize our future is entwined with the success of such institutions."

We agree that the maintenance of strong dual systems of private and public higher education is in the state's best interest. In addition to other reasons for the preservation of a dual system, we recognize that to the extent that private institutions educate citizens of the state, the state itself is saved expense. Today the saving is over $800 per student each year for operating costs alone. Substantial additional savings accrue to the state in plant and facilities.

We recommend, in light of all these factors, that consideration be given to providing state assistance to private higher education in North Carolina. To this end the Board of Higher Education,with the cooperation and assistance of the private institutions of higher education, will undertake a study of how best to implement such a program and will submit recommendations to the Governor and the General Assembly for consideration during the 1971 Legislative Session. This study will be coordinated with the study of the need to establish a statewide student assistance program which is recommended in Chapter XII.

CHAPTER XII

STUDENT FINANCIAL AID

The State of North Carolina for many years has shown strong interest in providing opportunities for higher education to all who can profit from it, yet a large proportion of youth able to do college work do not continue their education. According to the Southern Regional Education Board, 52.4 percent of the 18-21 year olds in the United States were in post-high school training and education in 1967. At the same time 39.1 percent of the 18-21 year olds in the 15 SREB states were continuing their education, while the percentage for North Carolina was 34.3. The percentage of 18-21 year olds seeking post-secondary education in North Carolina is low by national and regional standards.

What are the reasons for this relatively low percentage of students who seek post-secondary education? Is it lack of motivation? Is it lack of appropriately diversified educational opportunities within the structure of higher education? Or is it the students' inability to meet educational expenses, coupled with a lack of sufficient financial aid? Rising student costs and the problem of how to meet them are among the most critical issues in higher education today.

Despite the progress that has been made by the state in providing diverse post-high school educational opportunities, much remains to be done to make the best use of the resources that have been made available for this purpose. For the past several biennia the state has spent many millions of dollars on capital improvements and the operation of its institutions of higher education; in comparison it has spent relatively little on financial aid to enable needy students to attend college. Elementary and secondary education are practically free, and there is evidence that support for graduate education in many fields is available for those who seek support. Undergraduate education, however, remains the financial responsibility primarily of those who attend. Total student costs for tuition, fees, room, board, books, supplies, and incidentals typically range from $1,000 to $1,800 a year in North Carolina public senior institutions. Students enrolled in North Carolina private colleges face even total higher costs, ranging from $1,700 to $3,300 each year.

Many believe that those who benefit directly from higher education have the basic obligation to pay for it. On the other hand, a most persuasive case can be made that society is the ultimate beneficiary and should share the financial responsibility of making it possible for all citizens to be educated to the full extent of their motivation and ability.

The objectives of student financial aid are consistent with the general goals of higher education. It is generally admitted that the greatest assets of a society are its human resources, and that it is of prime importance that through education these resources be fully developed. Yet the door to education beyond high school has too often been closed,except to those who could afford to pay. Increasingly, however, educational opportunities which make it possible for a student to remedy early educational deficiences are opening to thousands who in a different era would not have found such opportunities available.

While there are varying opinions as to what should be included in a definition of student financial aid and what the specific objectives of financial aid should be, clearly the broad purpose of such assistance is best served when opportunity for education is assured without regard to the happenstance of birth or economic background. Recent federal student assistance programs have greatly aided in reducing economic barriers, but the federal efforts alone are not enough.

In order to plan for North Carolina's educational needs in the years ahead, it is necessary to forecast the funds required to support an adequate statewide program of student aid, supplementing existing student assistance in public and private colleges and universities. To gather the facts and assist in making this forecast, the Board of Higher Education contracted with the College Entrance Examination Board (CEEB) for a study of student financial aid in the State of North Carolina. We considered it necessary to determine how well current funds are being administered, how far existing funds appear to go in meeting needs, and what modifications might be made in order to use most efficiently the student aid presently available.

The College Board, as Part I of the study, conducted a review and evaluation of the management, operations, and resources of student financial aid programs in the public senior institutions of higher education* in the state. Part II, which involved the private institutions of the state as well as the public ones, consisted of an analysis and interpretation by the College Board of the extent to which student financial aid resources are now available to current and prospective students. In addition, a model for student financial aid administration in an institution of higher education was produced as a guide for operation in this increasingly complex field. This chapter is based largely upon the findings of that study.

---

*The North Carolina School of the Arts, because it is a unique and relatively new public institution (seventh grade through college), was not included in the study.

I. THE MANAGEMENT AND OPERATION OF STUDENT FINANCIAL AID PROGRAMS

Most of the information needed in order to study the management and operation of student financial aid programs in the public senior institutions was secured through visits to the campuses by several nationally recognized directors of financial aid in major colleges and universities in other states. These specialists were employed by the College Entrance Examination Board as consultants for Part I of the study. Each consultant spent a day at each of the institutions assigned to him, and on the basis of statistical information gathered and discussion with the director of student aid, reviewed and evaluated the administration of financial aid in the institutions.

Financial aid programs are becoming increasingly important to students and institutions because of rising educational costs, mounting enrollments, and the need to assure equality of educational opportunity. These factors have resulted in a rapid expansion of financial aid activities in colleges and universities. As student aid programs have grown, the need for better management practices has become an increasing concern both of financial aid officers and of other college administrative officials.

The study revealed that the administration of financial aid programs in the public senior institutions is sound and reasonably progressive according to accepted criteria. The major findings of the study are reported in summary below and in detail in the full report* soon to be published by the Board of Higher Education.

Administration of the programs. All public senior institutions have standing committees on financial aid, consisting usually of faculty members and administrators. These committees, which in six cases include students and which meet about four times a year, are generally not concerned with the review and determination of specific aid awards, such functions usually being the responsibilities of the directors of financial aid. The committees are primarily concerned with policy and are helpful in advising the directors of financial aid. In most of the institutions, however, major policy is ultimately determined at higher decision-making levels on recommendations developed by the committees. In only three institutions do the financial aid committees have any responsibility for athletic scholarships.

The high degree of centralization in the administration of the financial aid programs at the public senior institutions contributes to efficiency and is a great convenience to the applicants for aid. In each of the institutions the financial aid office administers scholarships and loans for all undergraduate students, and in a majority of the institutions it administers most of the student part-time jobs as well. There is good cooperation between the financial aid offices and the admissions offices in the majority of the institutions; working relationships with the other administrative offices are also satisfactory.

In most of the public senior colleges and universities a concerted effort is made to maintain good relationships with the donors of financial aid funds. There are standard procedures for informing benefactors about the students who are granted scholarships, and at 11 institutions recipients are asked to send letters of appreciation to the appropriate donors.

---

*"A Review and Evaluation of College Student Financial Aid Programs and Operations with Recommendations," An Analysis of Financial Aid Programs, Operations, and Resources in the Public Senior Institutions of Higher Education in North Carolina (Part I) (in draft).

Most of the institutions have burdensome problems concerning the maintenance of records and the preparation of reports. All necessarily maintain separate sets of records for each applicant for aid. Thirteen maintain separate sets of records for every available fund or type of aid. A comprehensive history of financial aid actions on each student, from first application to graduation, can be traced easily in 10 institutions. Files on the various funds, however, reveal detailed information only with difficulty in six institutions, and in six inadequate records make it hard to prepare the necessary reports. Many of the aid directors are aware that their record-keeping is weak and point out that such a deficiency is inevitable in the face of staff shortages.

Practically all of the aid directors feel that the effective operation of their programs is handicapped by inadequate aid resources and by the necessity of relying heavily on federal funds, which are dependent upon Congressional appropriations and are not sufficiently predictable to make satisfactory long-range planning possible. As a result of these shortages and uncertainties, aid may be denied to many who need it. More unrestricted scholarship funds under institutional control are therefore needed.

The information on financial aid which the institutions publish for prospective recipients is, in general, insufficiently comprehensive. The publications stress the availability of student aid but in most cases give too little attention to the procedures to be followed by applicants, to the requirements that must be met for initial aid, and to the criteria used in renewing awards.

Most of the colleges or universities, in informing an applicant that he does not qualify, or that aid is not available from the institution, do not go on to advise him of possible aid from non-college sources. More qualified students might well continue their education if all of the institutions made a special effort to provide information on outside sources of aid.

Institutional policies and procedures in making awards. In general, the financial aid granted is proportionate to the need of the students, although at most of the institutions there are certain scholarships which are available to exceptionally good students without regard to need. At all institutions the typical recipient of aid in one year must reapply in succeeding years, submitting updated financial information to establish his continuing need.

Through the use of a single application form, 12 of the institutions insure that applicants will be given consideration for all types of aid--scholarships, grants, loans, or part-time jobs. Three institutions, however, require a separate form for each type of aid, and at these institutions there is danger that a student may not be considered for one or more types of aid for which he is eligible. Policies and practices on financial aid at 13 of the public senior institutions apply equally to students who enter as freshmen and to students transferring from other colleges.

All of the state's public senior institutions, in awarding student aid, attempt to ascertain the ability of the family to bear the costs of education. Nine of the institutions rely for this purpose upon the Parents' Confidential Statement, a form used by the College Scholarship Service. Five institutions base their assessments of need upon family income or upon income tax paid. These latter two methods are less sensitive to the unusual financial situation than is an evaluation based on the Parents' Confidential Statement, although the United States Office of Education, in determining eligibility for federal student assistance programs, will accept assessments based upon family income or income tax paid. The use by the institutions of different methods of determining need makes it possible for a student to be declared ineligible for aid at one institution while being eligible at another comparable institution. Similarly, the different methods also make it possible for a student to qualify for more financial aid at one institution than at another institution with comparable student charges. These differences sometimes result in confusion, misunderstanding, and inequitable treatment.

All but one of the institutions attempt to determine the amount of aid awarded to students from all sources outside the college, and most aid directors adjust the institution's award when a recipient is given assistance from an outside source. Most directors will also increase aid to a student when justified by unusual circumstances.

Student financial aid is usually defined to include only money, goods, or services which are awarded directly to or for the student to defray educational costs. Within this framework, however, definitions of the different kinds of aid vary. Research, report preparation, and communications among institutions would be facilitated if there could be general agreement on definitions of the various types of aid. Furthermore, common definitions would help in the statewide assessment of needs and in statewide planning to meet needs.

It is also desirable for the institutions to agree upon broad principles governing the administration of financial aid and to use these principles as a guide in the development of institutional policies and practices. One widely accepted statement of principles is that endorsed by the more than 950 colleges that are members of the College Scholarship Service Assembly of the College Entrance Examination Board (see Appendix Q).

North Carolina institutions have no common criteria for determining whether an applicant for aid should be considered as self-supporting, and they use varying procedures and standards for determining the extent of the need of a self-supporting student. This is another area in which commonly accepted definitions and practices would be useful.

One of the ways in which the institutions are making an effort to stretch limited resources is through "packaging," a term used when the student is given two or more different forms of aid; for example, a college work-study job, a loan, and an outright grant or scholarship. Fourteen institutions package financial aid awards for 50 percent or more of the recipients; 11 of the 14 package awards for 70 percent or more. These are relatively high proportions and indicate that the aid directors are striving to make limited resources benefit the maximum number of students. Altogether it appears that the aid directors are, in general, utilizing their resources in the most equitable way possible.

Personnel. Each of the public senior institutions of the state should have a full-time director of student financial aid. This is particularly important at those institutions which are most likely to attract large numbers of students from modest or disadvantaged circumstances. At five of the public senior institutions the directors have additional administrative duties. Collateral duties tend to limit a director's ability to conduct thoroughly satisfactory financial aid programs.

Most of the aid directors in the senior institutions regularly engage in professional activities which help keep them informed on the proper operation and management of a financial aid program. Fourteen of the directors keep up-to-date through current professional literature. Eleven attend professional meetings, and nine of these have served as officers, committee members, or program participants in a professional organization during the past two years.

Most of the aid directors are underpaid. The median salary of directors at North Carolina's public senior colleges and universities in 1967-68 was $8,124, approximately $1,600 lower than was the national median two years earlier.* Many of them believe that their salary ranges, as established by the State Personnel Department under the State Personnel Act, prevent them from receiving compensation competitive with salaries for comparable positions in other states. Financial aid directors are responsible for the equitable distribution of large amounts of student aid funds, the proper handling of which demands a great deal of judgment and tact as well as careful attention to detail. Their functions are closely related to many of the other activities of an institution and are of increasing importance in higher education. Colleges and universities need to be able to pay salaries that are competitive in order to employ and retain in their financial aid offices the most able persons available.

---

*The national median in 1965-66 of $9,760 was determined through a survey conducted by Bureau of Applied Social Research, Columbia University. Later national figures are not available.

Every institution suffers from having a financial aid staff that is too small. While all of the institutions have fewer persons in the financial aid offices than the minimum numbers recommended by the College Entrance Examination Board (see Appendix R), the shortages are particularly acute in the larger universities where there are marked deficiencies in every category of aid personnel.

In spite of staff shortages, low salaries, inadequate student aid resources, and other problems, the College Board study of the administration of student financial aid in the public senior institutions concluded that there is a generally commendable level of professional competence in the aid programs and that the strengths outweigh the weaknesses. The study goes on to point out, however, that the responsibilities of financial aid offices can be expected to increase sharply in the near future. In the face of mounting needs for aid, the elimination of the weaknesses and problems is necessary in order to prevent an erosion of present strengths. Failure to correct weaknesses will gradually diminish the effectiveness of aid programs and will inevitably result in adversely affecting the growing number of students who need financial assistance in order to continue their education. Clearly, adequate financial aid programs properly staffed are of critical importance to all the institutions and to the state as a whole.

We recommend, in view of the foregoing:

1) that each public senior institution increase the staff of its financial aid office to meet minimum standards (Appendix R) for an institution in its category and that the General Assembly make sufficient funds available for this purpose;

2) that the State Personnel Department review salary ranges of the financial aid directors, and of the other staff members of financial aid offices, in order to bring the ranges in line with national levels; and that the institutions, taking into account the experience and competence of the individuals involved, make appropriate adjustments in salaries;

3) that in all public senior institutions the position of director of student financial aid be a full-time position and that the director not be encumbered with unrelated additional administrative duties;

4) that all public institutions adopt a common method of determining reasonable family contributions to education; the use of a standard form by all institutions would help insure uniform and equitable treatment of applicants for aid;

5) that the public senior institutions, as well as the other colleges and universities in the state, consider the adoption of the "Statement of Principles" on student financial aid of the College Scholarship Service Assembly and the use of this statement as a guide in the development of institutional policies and practices concerning financial aid; and

6) that the public senior institutions, in cooperation with private colleges and universities and two-year colleges in the state, attempt to arrive at generally acceptable definitions of scholarships, grants, loans, student employment, self-supporting students, and other terms frequently used in administering financial aid.

The Board of Higher Education has established a committee made up of the financial aid directors in public and private institutions to serve in an advisory capacity to the Board concerning all financial aid matters.

This committee should be helpful in solving many of the problems which have been discussed in this chapter, as well as other problems which are pointed out in the full report of the study by the College Entrance Examination Board.

II. STUDENT FINANCIAL AID RESOURCES AND NEEDS

The second part of the study of student financial aid in North Carolina dealt with financial aid resources and estimates of unmet needs. Three basic questions were asked:

1) Are there financial barriers to achieving higher education in North Carolina?
2) Using standard definitions of costs and the ability of students and their families to pay for higher education, how great is the gap now between the aid available and the need of students currently enrolled?
3) How will financial needs, and thus financial aid requirements, change in the future?

Estimates were made of the financial needs of North Carolina students which are not now met by what they and their parents can reasonably be expected to contribute toward the costs of education. In addition, the question of how far currently available financial aid resources meet demonstrated needs was considered and estimates were made of the gap between present needs and present resources. Such factors as increasing costs of attending college, expanding enrollments, and increased competition for student aid funds were considered in estimating the future financial aid requirements of the institutions.

Financial barriers to higher education. If there are financial barriers to higher education, can it be demonstrated that they exist? To find the answer to this question, norms for reasonable family contributions to educational costs, at various income levels, were established. These norms were then compared with student costs of attending college. It was assumed that if the total financial need identified is more than the available aid, or if the aid does not go to the students who need it, then financial barriers to higher education do exist.

The need for financial aid by a student is by definition the difference between what can reasonably be expected from the financial resources of the student and his parents and the total cost of his education. The best available guide was used to estimate normal or reasonable student and family contributions to meeting college costs, taking into account varying income levels and other family circumstances. That guide or standard, compiled by recognized experts in the field, is the family expectation table of the College Scholarship Service (CSS).

In making this study, information was needed about qualified high school graduates who do not go to college. The question was whether children from lower income families, other things being equal, behave differently with regard to college-going than do children from higher income families. If such a difference exists, it was reasoned, it is possible that lack of finances is a significant cause of the difference in behavior.

To determine whether such a difference exists, a county by county analysis of college attendance by 1967 North Carolina high school graduates was made. An examination was conducted of 1) the percentage of 1967 high school graduates by county who are in senior colleges, 2) the percentage of 1967 high school graduates by county who continued their education or training in any way, and 3) the average estimated family income in 1966 by counties.

The percentages of 1967 high school graduates who enrolled in senior college ranged by county from a low of 9.6 percent to a high of 40.9 percent. The percentage of the 1967 high school graduates by county who continued their education in any way ranged from a low of 23.4 percent to a high of 74.1 percent. Estimated average family income for 1966 by county ranged from a low of $4,298 to a high of $11,876. The analysis revealed, not unexpectedly, that a much smaller proportion of high school graduates go on to senior colleges from counties with lower average incomes than from counties with higher average incomes. Thus a student from a county of high average family income has a better prospect of going on to a senior college than does one from a county of low average income.

In a Board of Higher Education study of candidates for admission to the 1967 entering freshman class in 55 of the 71 colleges and universities in the state, it was found that 90 percent of those who applied entered college in the fall of 1967. Further study of those whose applications were accepted by at least one college but who did not actually enroll indicated that 43 percent of them reported that they did not enroll because of inadequate family financial resources.*

There are, of course, other variables relevant to the percentage of high school seniors going on to senior college. It is also critical in each individual case to know whether or not a senior college was easily accessible, whether a student demonstrated high or low college aptitude, whether he was black or white, and what his parents' attitudes were toward the value of a college education. Environmental influences during childhood and adolescence have been shown in numerous studies to have great impact on the later motivation of students. A strong and stable relationship, however, exists between family income and the probability that the high school graduate will enter a senior college.

---

*Overlap in Student Admissions Among North Carolina Colleges and Universities, Fall 1967, North Carolina Board of Higher Education, unpublished research report.

Financial aid programs designed to reduce economic barriers to higher education should of course be directed toward helping needy students meet the costs of attending all types of post-high school institutions. The evidence indicates that there are significant financial barriers to large numbers of North Carolina high school graduates with respect to post-high school education.

Unmet financial aid needs of senior college students. In order to calculate the unmet financial aid needs of North Carolina students enrolled in fall 1968 in public and private senior colleges in the state, it was necessary to determine a) the out-of-pocket costs of attending college, b) what the typical student can himself contribute toward meeting the costs, and c) what the family of a typical student can contribute.

To determine the cost of attending college, estimates based on three different systems were used to develop weighted projected costs, which included such items as tuition, books, fees, travel, and living and personal expenses. Account was taken of the fact that the cost to the student, as reported by the institutions, tends to lag at least a year and thus tends to be lower than the actual cost. Taking these various estimates and factors into account, it was calculated that the average student cost for the 1968-69 academic year is $2,584 in private senior colleges and $1,602 in public senior colleges, with an overall weighted average of $1,956.

Students can themselves meet some of the expenses of going to college, usually through summer jobs or part-time jobs during the school year.

For the purpose of the study, the self-help that might be expected of the typical North Carolina student was set at $575 a year, excluding loans.

In order to arrive at a determination of what the average North Carolina family of a college student can reasonably provide toward meeting educational costs, the standard scale of the College Scholarship Service was used. This scale indicates what is considered a reasonable parental contribution for families at various income levels. To determine the appropriate income levels to use for North Carolina, data from three different sources were combined to arrive at what the staff conducting the study considered the best estimate of the distribution of family income for students in the public and private senior colleges. This distribution of income is shown in Table XV.

TABLE XV

INCOME DISTRIBUTION* OF PARENTS
OF STUDENTS IN NORTH CAROLINA SENIOR COLLEGES, 1968

Family Income Before Taxes	Percent Distribution of Students
Under $4,000	14
$4,000 to $5,999	17
$6,000 to $7,999	19
$8,000 to $9,999	17
$10,000 and over	33
TOTAL	100

* Composite distribution derived from several sources.

In arriving at the estimates of incomes at the various levels, appropriate consideration was given to the proportion of Negroes and whites enrolled in the colleges. No explicit allowances were made, however, for out-of-state students or for North Carolina students who attend out-of-state institutions, but data available to the Board of Higher Education and to the staff of the study indicate that in-migration to public institutions and out-migration of students are roughly in balance.

The College Foundation, Incorporated, the major student loan agency in North Carolina, estimated that in the 1967-68 academic year 34 percent of the students enrolled in North Carolina colleges, public and private, came from families with gross annual incomes of less than $6,000. The percentage of students from that income level in the Negro and white colleges differed significantly: 22 percent of the students in predominantly white public and private colleges, compared with 72 percent in the predominantly Negro public colleges and 70 percent in the predominantly Negro private colleges. These facts illustrate the extent of the need for financial aid by students from families with lower incomes who are now enrolled in college in North Carolina.

If a financial aid program were established sufficient to meet the real needs of the state, it would extend educational opportunity to additional students from low income families who are not able now to continue their education. If financial aid on such a scale were available in the state, a student would be able to select his college on the basis of its merit or its suitability to his needs and with less regard to the cost of attending the particular institution. Such a comprehensive student aid program would intensify the overall financing problems of both public and private higher education.

As has been noted, this part of the study was also restricted to senior colleges and universities. It did not take into account the financial needs of students enrolled in the 14 private junior colleges and 13 public community colleges. Board of Higher Education projections indicate that enrollment in private junior colleges will increase from 8,940 in 1967 to 10,550 in 1975, and in college parallel programs in the community colleges from 5,579 in fall 1967 to about 15,500 by 1975.

Many students now choose community colleges because of the lower student costs. Removal of the economic factor as a determinant of college choice would have an effect upon the rate of growth of these institutions, as well as an impact on other public and private colleges.

The fact that any major financial aid program is likely to have an effect upon the distribution of enrollment among all types and levels of institutions must be taken into account in determining the direction which the state should take. If a financial aid program were to increase enrollments in the public rather than private colleges, the state would make an implied commitment to increase the level of its support for public institutions. Conversely, an aid program which tended to swing the enrollment balance toward private colleges would place severe strains upon their traditional sources of support. These probable effects must be considered as future plans are developed. Any statewide student financial aid program, however, should be available to North Carolina students attending both public and private institutions in the state.

Efforts were made to estimate the total financial aid needed by undergraduate students enrolled in fall 1968 in the public senior institutions in North Carolina and the extent to which currently available aid meets this need. Several approaches were used in developing estimates. The best estimate, in the judgment of the study staff, based on all of the data available, produced a total need in the public senior institutions of about $21 million for the 1968-69 academic year. Student aid now available to undergraduates amounts to about $12 million,* leaving a financial aid deficit of $9 million in the public senior institutions.

An estimate was also made of the financial aid deficit in the private senior institutions. The study collected data from 20 of the 28 private senior colleges and universities in North Carolina. Although the data were incomplete, available financial aid was grossly estimated by the College Board to be between $8.7 and $10 million for all students, with about $4.5 to $5.2 million of this amount available to in-state students, who represent 52 percent of the enrollment in private senior colleges in the state. Following the procedures outlined for the public colleges and universities, the study staff estimated the total need of North Carolina students in the private senior institutions at about $18 million for the 1968-69 academic year. Student aid now available to North Carolina resident students in these institutions was assumed to be about $5 million, leaving a financial aid deficit of $13 million. Thus _the total financial aid deficit in the 1968-69 academic year in North Carolina public and private senior institutions is estimated to be $22 million_. These estimates are probably conservative.

---

*For purposes of the College Board study, student financial aid was defined as aid available to students who demonstrate financial need. The $12 million shown as available to undergraduate students excludes estimated awards made to graduate students, and awards to undergraduates made without regard to need. For a summary of other financial aid programs see Appendix S.

Finally, we emphasize again that the amount of unmet financial need or the financial aid deficit reported here is for students now enrolled in the public and private senior colleges. The students who need this aid and are not receiving it are managing to remain in college only by means of great hardship and great sacrifice. Their families are contributing more than can reasonably be expected of them, the students are borrowing more than is wise, and many are working more than they should if their educational experience is not to be adversely affected. Many students are forced to interrupt the sequence of their education because family financial resources, while sufficient for the first year or two, are not adequate to complete the entire schooling period. There is evidence that continuation toward graduation is severely handicapped because of the lack of student aid.

III. FINANCIAL AID NEEDS IN THE FUTURE

The cost of attending college in the United States has increased at a more rapid rate than have general prices and incomes. At the same time college enrollment has been increasing more rapidly than has the total population. The increase in the proportion of the total population in college results primarily from three factors. The first is a change in the demographic structure of society with a larger proportion of the population consisting of youth of college age than was true earlier. The second is that an increasingly large proportion of youth of college age is in college. A third factor, although relatively less important than the first two, is that, as the result of continuing education programs and other influences, larger numbers of college students are being drawn from older age groups. Many college able youth from low income families are not in school and should be. More student aid funds will make this a possibility.

Educational costs are expected to continue to increase at a rate faster than income in the population at large. It is anticipated that increases in educational costs to students and their families will result in more rapid increases in financial aid requirements than in enrollments. This will be especially true if, as is likely, most of the increases in enrollment consists of students from lower income families.

Families have traditionally been willing to make great sacrifices to educate their children. Placing high value on education, many families with lower incomes make proportionately greater sacrifices than do those with higher incomes. An appropriate objective of student financial aid programs is to make such family sacrifices less disproportionate. Another objective of financial aid must be to make opportunities for higher education available to those qualified potential students who, because of financial barriers, are not currently going to college. Financial aid resources now available are inadequate to meet the needs of students already enrolled, not to mention the even greater need of many potential college students who are not now in college.

Because student charges do not meet total costs, every student enrolled in a public or private college is receiving an automatic scholarship. The amount of this scholarship is difficult to estimate and it varies among institutions. A reasonable guess at the average size of the subsidy provided for undergraduates by the state in public senior institutions is $800 each year. This subsidy does not reduce the need for student aid funds. Student need is determined on the basis of the cost to the student, not the cost to the state to provide the education.

It is clear that serious financial barriers to higher education exist in North Carolina. If it is public policy in the state to extend opportunity for higher education to all qualified students without economic barriers and simultaneously to redress disproportionate sacrifices among those who are currently enrolled, a more inventive system of financing higher education in the state must be found.

The primary asset of a nation, state, or community, as has been said, is its people. Investing public funds in those activities which increase human value is the highest use of the state's resources. The rewards which accrue to an individual are soon reflected in all of society. In the preceding pages suggestions have been made concerning the improvement of access to higher education, the reduction of family financial sacrifices, and the removal of monetary barriers facing needy students. North Carolina has created comprehensive post-high school educational opportunities, but a disturbingly low percentage of its youth attend college. Lack of adequate financial resources is among the major reasons for this circumstance. All college able youth should have equal opportunity to benefit from higher education, and a student aid program must facilitate movement of such students into college. The Board of Higher Education and the study staff are of the opinion that sufficient data are not now available to justify recommendations at this time concerning the balance that should exist among the various student aid approaches or the possible enrollment shifts among institutions that might result. However, it does appear clear that a comprehensive student aid program in North Carolina should include part-time work, loans, and grants to meet the financial aid needs of students.

Before North Carolina commits itself to a statewide student assistance program, a study of the impact of various possible approaches is needed. Selection of the form a statewide financial aid program takes should be based upon the educational merits of the program as well as upon economic feasibility. The challenges are clear and urgent.

We therefore recommend:

1) that, as a matter of public policy, the opportunity for a college education should not be a class, racial, or economic privilege;

2) that programs of student financial aid, without regard to subject matter or field, in North Carolina be substantially strengthened and expanded, including increased appropriations for scholarships in the public colleges and universities; and

3) that the 1969 General Assembly authorize a Special Commission, composed of legislators and other distinguished citizens, a) to study the creation of a statewide student assistance program, applicable to North Carolina residents who attend public and private colleges in North Carolina and b) to make recommendations to the 1971 General Assembly for funding at that Session. Institutional financial aid officers and the staffs of the Board of Higher Education and other state agencies which now administer specialized student aid programs would assist the Study Commission as appropriate.

These latter two recommendations are made with the awareness that there are many factors which the state must consider in allocating its resources to meet the needs of the future. Each of these recommendations, however, is related to the basic financial needs of students, who are the justification for the existence of a system of higher education. A long-range plan which fails to provide sufficient financial assistance for worthy and deserving students in the public and private colleges would be an incomplete one. It is now time for North Carolina to take its place among those states which are meeting this responsibility.

CHAPTER XIII

FACILITIES

In Chapter IV on Enrollments and Admissions it was pointed out that in fall 1967, 120,000 students were enrolled in college-level programs in North Carolina and that by fall 1975, seven years from now, an estimated 162,000 students will be enrolled in both public and private institutions. How much additional space will be needed for classrooms, laboratories, administrative and faculty offices, dormitories, and such auxiliary requirements as dining halls, infirmaries, student unions, auditoriums, and athletic facilities for these 42,000 new students?* The public senior institutions alone will enroll an estimated 24,000 additional students by 1975.

If new facilities to meet projected enrollment are required, three fundamental questions must be answered first. They are: What type of space is required, how much, and at which institution? Each question requires the gathering and careful analysis of specific data.

It is impossible to develop a meaningful long-range projection of requirements for capital improvements or for operating budgets until statewide policy is established answering such key questions as: 1) what enrollment is to be accommodated, 2) at which institutions, and 3) for which programs? In the absence of statewide policy on such matters, decisions concerning facilities are often intuitive and often cannot be based upon statewide considerations. To the degree that state policy is clarified, statewide and institutional planning for educational facilities will be improved.

---

*The projected capital improvement needs from 1969-75 as listed in the long-range plans of the institutions totals nearly $500 million. Capital improvement needs as requested by the public senior institutions for 1969-71 are $252,566,000, of which $58 million could be financed through self-liquidating loans or bonds and federal funds.

Over $135 million was authorized for construction of facilities at the 16 public senior institutions during 1967-69. Almost half of this amount was from non-state sources, including federal funds, private and foundation gifts, and self-liquidating revenue bonds.

I. UTILIZATION OF SPACE

Before new buildings are constructed, assessment must be made of utilization of existing space to determine if, by better scheduling, more students can be accommodated at specific institutions. If by increasing the level of utilization larger numbers of students can be educated in the present facilities, then millions of dollars can either be saved or spent directly on the improvement of the educational process itself. Before increased utilization can be expected, however, a determination must be made of how suitable the present space is for the programs now being offered or planned. For example, new technology or changing educational philosophy may make space presently allotted to a specific activity obsolete or inefficient, even though the building is still usable for other purposes. New academic programs may demand new or different types of facilities, with the result that an institution which appears to have space that is not fully utilized, may in fact have a real shortage of space suitable for specific programs. Many courses of study may be offered in similar types of rooms or laboratories while other courses call for completely different and specialized space. An analysis of the facilities needed by colleges and universities therefore must consider factors such as: 1) the number of students to be served, 2) the academic programs to be offered, 3) the methods by which these programs will be taught, 4) the types and amount of existing space, 5) the compatibility of existing space to the educational programs to be offered, and 6) the age and safety of the plant. The demands for new and highly complex facilities for technological and professional education, particularly in the health sciences, are so specialized that they require analysis by experts in the various fields.

In planning new facilities, educational specifications should be drawn which reflect the instructional programs to be offered. If the classroom, laboratory, or other facility is ill-planned initially, the program to be offered suffers immediately. Even a building that is well suited to its original purpose is likely to become obsolete because of changes in academic philosophy or need. Unless flexibility is initially built into the facility, the building will represent a poor investment of the state's resources. Moreover, because the state's resources are limited, the poorly conceived building may make it difficult, if not impossible, to teach a given course or program as it should be taught. Educational plants which do not serve the academic program efficiently are not in the best interest of the institution or the state.

The Board of Higher Education sponsored studies of the utilization of classrooms and teaching laboratories at the North Carolina public senior institutions in 1957, 1961, 1965, and 1966. While the 1961 study provided the institutions with information useful for self-analysis, the data submitted by the institutions were of questionable value for comparative purposes because of lack of uniform interpretation of instructions and definitions.

In the process of analyzing data collected in the 1965 and 1966 space utilization studies, it was discovered that the information reported by some of the institutions to the Board of Higher Education did not correspond with data reported to the Property Control Division of the North Carolina

Department of Administration. Since the reports which the two agencies were preparing did not agree, a new system was cooperatively developed by Property Control, the Board of Higher Education, and other state agencies.* The system represented a definite step forward in terms of the speed and accuracy with which space utilization information could be produced and developed so that modern data processing equipment could be used to verify and analyze it.

The system was used by the Property Control Division and the Board of Higher Education to develop data on space utilization for the fall 1967 term at the public senior colleges and universities. In cooperation with the Higher Education Facilities Commission the project was expanded to include a more comprehensive facilities inventory. The Higher Education Facilities Commission, in cooperation with the Department of Community Colleges and the private colleges, extended the project to include a facilities inventory and utilization survey of all other institutions of higher education in the state. A specific purpose of the study was to provide the Department of Administration and the institutions with statistical information to be used in determining needs for inclusion in the budget for the 1969-71 biennium.

The analysis, as conducted by the Property Control Division, relied primarily on the commonly used measures of utilization: the number of periods that a room is occupied during a week, the average number of class hours of use per week per student station (seat or laboratory space), and the percentage of utilization of rooms and student stations in terms of a standard or norm.

---

*See _A Report on the Development of a System for Analysis of Instructional Space Utilization at the Public Senior Institutions of Higher Education in North Carolina_. (North Carolina Board of Higher Education Research Report 1-68.) April 1968, 86 pages.

All space studies since 1961 have indicated that in North Carolina utilization of instructional space, whether of classrooms or laboratories, has been low. Analysis of the use in fall 1967 revealed that classrooms in the 15 public senior colleges and universities* were used an average of 21.5 hours a week; while these rooms were in use, approximately 54 percent of the available seats were filled. If a standard such as a 44-hour week (8 hours each day Monday through Friday and 4 hours on Saturday) were employed, the rooms were being used less than half the available time. Student stations (seats) were used an average of 12 hours a week. In terms of the 44 hour standard, the seats were vacant 73 percent of the time.

Utilization of laboratories, as might be expected, was somewhat less efficient. Laboratory rooms were being used 11.4 hours a week--a little more than 25 percent of the time they could be used in a 44-hour week. While the laboratories were in use, the laboratory stations were about 70 percent filled. Comparison of these figures with space utilization studies from other states reveals that the average North Carolina public senior institution has a somewhat lower rate of utilization than do institutions elsewhere, both for general classrooms and general instructional laboratories (see Table XVI). While most space utilization standards recommend 30 hours a week for classrooms and 20 hours a week for laboratories, actual use in representative states around the country ranges from 18.3 to 31.6 hours a week for classrooms and 7.2 to 22.1 hours a week for laboratories (see Table XVI).

There is little objective information that would identify the reasons for this low use in North Carolina. Several factors, however, clearly contribute to inefficient use. First of all, there is at present no comprehensive

---

*North Carolina School of the Arts and the Division of Health Affairs at the University of North Carolina at Chapel Hill are not included.

TABLE XVI

INSTRUCTIONAL SPACE UTILIZATION IN COLLEGES AND UNIVERSITIES FOR SELECTED STATES

State	General Classrooms		General Instructional Laboratories	
	Hours Per Week	Percent Occupancy (While in Use)	Hours Per Week	Percent Occupancy (While in Use)
California (1963)[1]				
State Colleges	29.4	72%	16.6	85%
University of Calif.	28.9	57	18.3	73
South Carolina (1966)[2]	23.2	61	15.5	61
South Dakota (1967)[3]				
Public	26.4	61	15.1	73
Private	18.3	51	7.2	67
Illinois (1967)[4]				
Private University	23.5	54	14.3	71
Private 4-year	21.9	56	15.3	71
Public University	31.6	62	22.1	78
North Carolina (1967)				
Public Senior	21.5	54	11.4	70

[1] A progress report on the study of utilization of physical facilities of California's public institutions of higher education, 1963-64.

[2] Space Utilization Study, prepared by Michigan State University, Director of Space Utilization.

[3] Prepared from past utilization studies: (a) 1965 Space Utilization Study by South Dakota Board of Regents; (b) Physical Facilities in State Institutions of Higher Education in 1965, prepared for the South Dakota Legislative Research Council; and (c) 1966 SDCHEF Space Utilization Study prepared for the Commission on Higher Education of South Dakota.

[4] Statewide Space Survey, Fall Term 1967.

evaluation of the usability of general classrooms and laboratories. If a room is included in the inventory, it could be assumed that it is acceptable for general use. In fact, however, the characteristics of the room may be such that it is scheduled for use only in an emergency. Plans for 1968-69 are to complete a full inventory of the condition of classrooms and laboratories as well as other academic facilities.

Other factors, which may or may not contribute to inefficient use but which need to be considered in evaluating the extent of the use, include uneven distribution of class time on Monday, Wednesday, and Friday, and during morning hours; the length of the school week; the length of the school year; fragmentation of courses into many small sections; proprietary attitudes on the part of faculty toward a classroom; and the pressure for more space to improve the image or status of departments, schools, and even institutions.

There are two kinds of inflexibility, typically built into many rooms, which result in low utilization.

One is rigidity of rooms which contain facilities that are unique and useful in special courses but which often have small numbers of students enrolled. These rooms usually cannot be made available for other classes. Laboratories characteristically are single-use spaces set up for work in specific disciplines, and thus stand idle much of the time. To reduce the total amount of laboratory space needed and increase utilization, it may be possible to develop some multi-use space adaptable for broader service in science courses.

A second type of inflexibility that contributes to low utilization is a high proportion of classrooms that are small or large in size. Instructional space should be interchangeable in use; there should be a proper proportion of various room sizes--small rooms for seminars or small groups, large rooms for lecture sections, and some that can be expanded from small to large and then reversed again when the need arises. The availability of economical and acoustically adequate, movable walls to divide rooms is an answer to this problem.

In far too many institutions proprietary attitudes have resulted in situations where certain classrooms and even buildings are "owned" by a specific department and thus used only for that area of study. While the convenience of students and faculty as well as the serviceable aspects of the space must be taken into account, utilization is considerably improved when the responsibility for room assignment is given to one administrative officer. Assignments for classrooms by a central office can be made on a logical and workable basis for the entire institution with less consideration for vested or traditional interests.

Summer sessions. Facilities should be used year-round rather than limited to the traditional nine-month academic year. In North Carolina all public and most private colleges and universities operate one or more summer sessions ranging from five to twelve weeks in length. The present scheduling procedures which utilize the summer months, either as a fourth quarter or as a summer session in conjunction with two semesters, provide for year-round use of facilities as well as opportunity for students to accelerate progress toward degrees.

In 1960 the total headcount enrollment in summer sessions in the public senior colleges and universities in North Carolina was 25,300. By 1968 summer session enrollment had increased to 52,000 students enrolled for over 300,000 credit hours. At the present time, state appropriations cover a smaller proportion of the instructional costs incurred during the summer than during the September through May academic year.

We recommend that, in order to utilize facilities fully and to encourage summer enrollment, appropriations for summer enrollment be provided on the same per capita basis as for the regular terms, in lieu of the partial state support now available for summer sessions. Based on 1968 summer session enrollments, the additional cost would be approximately $1.2 million a year.

We further recommend that, in order to encourage maximum use of facilities, at least a limited number of dormitories and instructional facilities be air-conditioned.

Academic calendars. In North Carolina senior colleges and universities, public and private, academic calendars are far from uniform. In the public senior institutions, ten employ the semester system, four the quarter system, while Asheville-Biltmore uses a four-term system (two semesters of two terms each). Opening dates ranged from August 21 to September 18, and the spring term closed over a period from May 17 to June 15 during the 1967-68 academic year.

One recent trend in private institutions which are on a semester system is to open earlier in the fall in order to complete the semester before the Christmas vacation. In these institutions there has generally been a favorable response to the change from the traditional semester, which makes necessary a short instructional period after the Christmas recess and before examinations. Most schools which have adopted the newer approach to semester scheduling are utilizing the months of January or May for experimental short sessions.

While conceivably there would be some value in having uniform academic calendars throughout the state system, we make no recommendation at this time. Further study will be given by the Board to this subject.

II. NEED FOR ADDITIONAL FACILITIES

Instructional space needs. To project the future space needs based on the present rates of utilization would perpetuate the current low rate of utilization as well as the inequity that exists among the state institutions. Furthermore it is possible that in some institutions space use cannot be improved materially without extensive renovation of present facilities. With these factors in mind, the Property Control Division has developed certain preliminary space standards that call for a general increase in the utilization of space at most of the state's institutions.* These standards include certain factors that relate the area of an academic facility to its use. The development of the factors considered primarily the present usage and what is generally accepted** as reasonable use for the specific area being studied. However, before these guidelines are implemented in North Carolina public institutions of higher education, considerable attention should be given to their applicability to the situation in this state. The establishment of standards and a full inventory of existing facilities are essential if a meaningful assessment of statewide needs is to be achieved.

Any projection of space needed by 1975 must, of necessity, be based upon standards of use, academic programs, and projections of enrollment. However, until space use standards and future enrollments are established as matters of public policy, realistic space needs cannot be assessed. Certainly the need for specialized and complex instructional programs in technological areas and in the natural, biological, and health sciences would demand space not now available.* Extensive remodeling could not completely answer the obvious needs which will be emerging as the result of new and expanded academic programs.

---

*For detailed information see Preliminary Space Utilization Study--1967 Fall Term, North Carolina Property Control Division unpublished research report, July 1968.

**Two sources of information include: Space and Utilization Standards, California Public Higher Education, Coordinating Council for Higher Education Research Report No. 1027, September 1966; and The Oklahoma State System of Higher Education, 1965-67, Oklahoma State Regents for Higher Education, February 1968.

Library space needs. The library needs as presented in Table XVII are based on three fundamental considerations: 1) the amount of space needed to provide reading and study areas for students and faculty; 2) stack space for storage of books, periodicals, and other types of library materials; and 3) space for processing and servicing library resources. The basic determinants include: 1) number of volumes recommended; 2) space to provide 25 square feet per student for 20 percent of the lower-division undergraduates, 25 percent of the upper-division undergraduates, and 30 percent of the graduate students; and 3) 15 volumes per square foot of stack areas.

Using these factors total space needs were derived based on the number of volumes needed and the projected enrollment. The amount of net space needed then was derived from the amount of library space currently under construction or for which funds have been provided, the amount of space which will result from alterations, and the amount of net permanent space which is presently available.

Dormitory facilities. The upsurge in college enrollment in the late 1950's and early 1960's resulted in a shortage of dormitory facilities on many college campuses across the nation. In fall 1961 occupancy of dormitories in North Carolina public senior institutions was 13 percent above normal

---

*For example, see Appendix X for listing of capital improvements needed to expand enrollment in the medical school of the University of North Carolina at Chapel Hill.

TABLE XVII

ESTIMATES OF LIBRARY SPACE NEEDS BY 1975 FOR NORTH CAROLINA PUBLIC SENIOR INSTITUTIONS

(In Square Feet)

Institution	Estimate of Net Space Existing or Funded Through 1969*	Net Space Needs 1975**	New Net Space Needed by 1975
N.C. State U.	154,458	186,320	31,862
UNC-Chapel Hill	411,125	333,589	-
UNC-Charlotte	144,445	70,924	-
UNC-Greensboro	145,745	118,681	-
Asheville-Biltmore	26,249	17,400	-
Appalachian	63,369	86,873	23,504
East Carolina	63,687	146,250	82,563
Elizabeth City	23,800	19,214	-
Fayetteville	20,460	21,155	695
N.C. A and T	51,566	67,133	15,567
N.C. College	29,886	56,283	26,397
Pembroke	18,485	25,261	6,776
Western Carolina	33,167	74,168	41,001
Wilmington	48,900	22,893	-
Winston-Salem	12,272	24,038	11,766
TOTAL	1,247,614	1,270,182	240,131

* Areas consist of "Stack," "Study," and "Related Service." The data for such existing areas were obtained from institutions' estimates. In estimating the space needed, data from the Property Control Division of the Department of Administration were used, making adjustments to allow for "Related Service" areas since these areas were not covered by the data.

** Based upon a standard of 25 square feet per FTE student for 20 percent of the lower division, 25 percent of the upper division, and 30 percent of the graduate division. For "Stack" area the standard used is 1 square foot of stack space for every 15 volumes to be housed (see Chapter VIII for number of volumes needed by 1975 at each institution). For "Service" area the standard used is 25 percent of the sum of "Study" and "Stack" space.

capacity (see Table XVIII). Severe over-crowding continued until 1965, but by 1966 occupancy in dormitories had dropped to only 3 percent above capacity. This decrease in the percentage of dormitory utilization coincided, not only with the completion of many new dormitories, but also with the slackening of the growth rate in the total college enrollment since 1965.

Table XVIII further indicates that the enrollment housed in dormitories decreased from 55.4 percent in 1961 to 49.5 percent in 1965. During the past three years the proportion of enrollment housed in dormitories has been stable at the 49 to 51 percent level. The decrease in the percentage housed in dormitories may be due to three major factors: 1) the shortage of dormitory facilities forcing students into private housing, 2) the increasing percentage of part-time and married students, and 3) the desire of students to be housed in facilities other than those owned by the college because of such factors as the rising cost of dormitory space and personal convenience.

Fundamental to an accurate determination of future dormitory needs in North Carolina is a state policy regarding the percentage of students to be housed in college-owned facilities. In the absence of such a policy, projections have been based on the continuation of the statewide average rate of occupancy which has existed for the past three years, approximately 49 percent, and on a gradual increase in the rate of occupancy, rising by 1975 to 55 percent. Even 49 percent is high as compared with the national average. A survey conducted by College and University Business* reported "that nationally 37 percent of enrollment in public institutions was housed in dormitories in 1967-68." Other percentages were 45 for New England and the

---

*September 1968, p. 52

TABLE XVIII

CAPACITY AND UTILIZATION OF DORMITORIES IN NORTH CAROLINA PUBLIC SENIOR INSTITUTIONS,* 1961 to 1967

Year	Total Enrollment	Number of Students Housed in Dorm	Normal Capacity of Dorm	Percent of Capacity Housed	Percent of Enrollment in Dorm
Fall 1961	39,717	21,989	19,394	113.4%	55.4%
Fall 1962	42,979	24,107	21,776	110.7	56.1
Fall 1963	DATA NOT AVAILABLE				
Fall 1964	50,884	26,529	23,911	110.9	52.1
Fall 1965	56,818	28,114	25,525	110.1	49.5
Fall 1966	61,322	31,138	30,141	103.3	50.8
Fall 1967	65,952	32,604	31,694	102.9	49.4

* Excluding N. C. School of the Arts.

middle Atlantic states, 50 for the southeastern states, 33 for the midwestern states, 31 for the southwestern states, and 29 for the Pacific and Mountain states. This survey pointed out that lingering fears "that enrollment projections may be off this year coupled with operating cost increases and changes in student living habits are forcing administrators to take a fresh look at the future of their feeding and housing programs."*

Our statewide projections of needs for dormitory facilities are presented in Figure 12. On the basis of the assumed percentages to be housed in dormitories, there will be, in public senior institutions in fall 1975, 44,000 to 48,800 students requiring 12,300 to 17,100 dormitory beds over and above the 1967 capacity. The projections do not take into consideration the possible need for replacement of obsolete dormitory facilities, a factor which should not be overlooked.

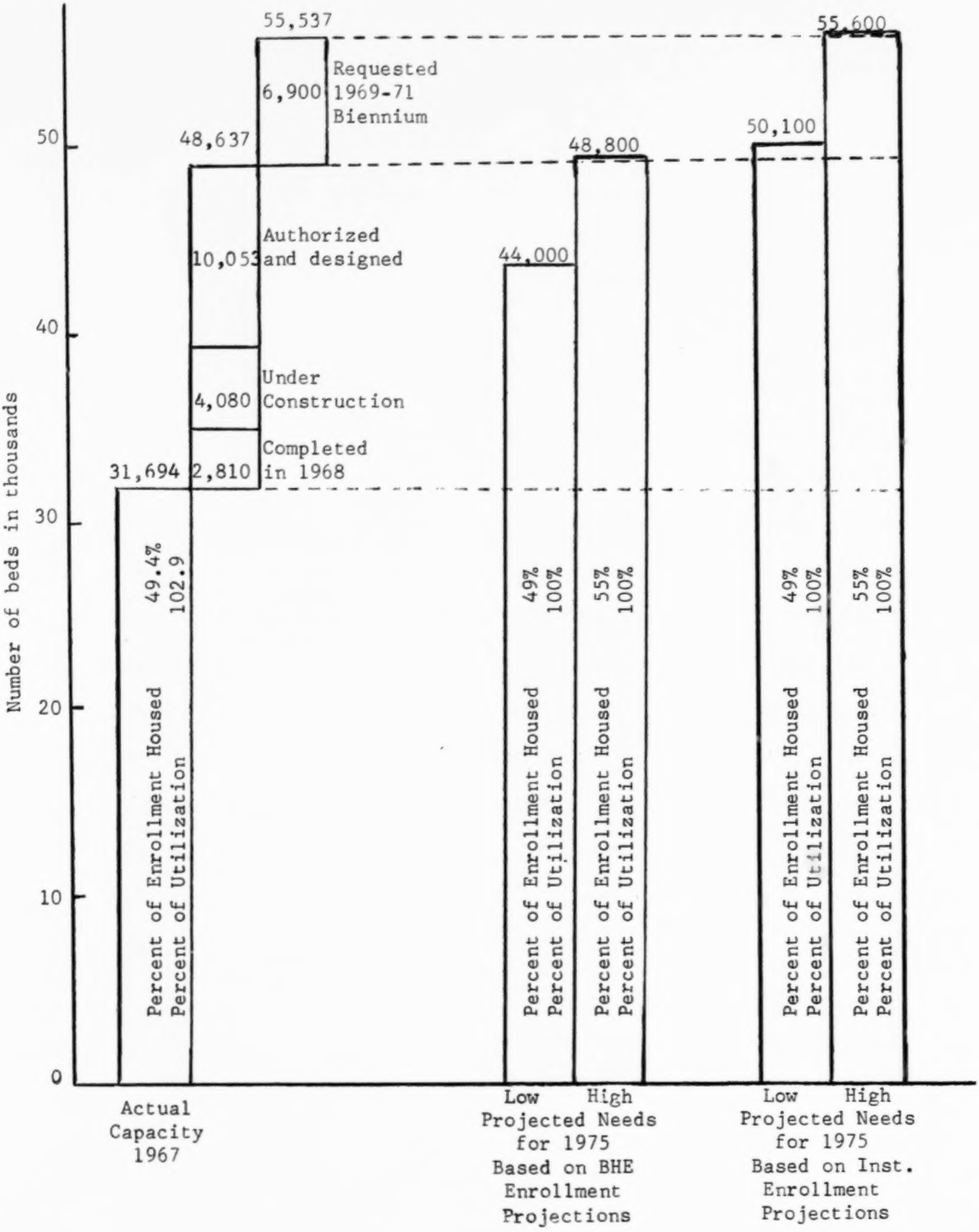
It is important to note that the new dormitory facilities already authorized by the legislature would add 16,943 beds (2,810 completed in 1968, 4,080 under construction, and 10,053 designed) to the 1967 capacity, for a total of 48,637 beds. This number of beds almost equals the high projection for 1975 based on housing 55 percent of the enrollment projected by the Board of Higher Education. Moreover, an additional 6,900 beds have been requested of the 1969 General Assembly. Total authorization of the request for the 1969-71 biennium would approximate the maximum needs for 1975 on the basis of the sum of the enrollment projections of individual institutions (see Figure 12) at an occupancy rate of 55 percent.

It should be noted, however, that a sizable portion of the beds authorized are not yet under contract for construction. All funds authorized by the 1965 and 1967 General Assemblies for capital improvements which are

---

*Ibid.

Figure 12. Actual and Projected Dormitory Capacity for North Carolina Public Senior Institutions, 1967 and 1975



not under contract for construction by December 31, 1968, will revert unless the Advisory Budget Commission has allowed an extension of time. Our calculations will have to be adjusted after December 31 in order to take into account funds which were authorized but not used.

It should be remembered that the statewide assessment given above does not reflect any individual institution's needs. Some institutions may need additional dormitory space and some may already have more dormitories authorized than will be needed by 1975. See Table XIX for actual dormitory capacity of individual institutions and for the 1967 utilization rates.

Although the projections presented here could be too high or too low because of inability to foresee new developments in student housing patterns, they seem the most defensible ones to use in planning for the future. It is quite possible that many planners and decision-makers have overreacted to the housing "crisis" experienced in early 1960's. Until public policy is determined regarding the number of students to be enrolled at each public senior institution and the percentage of students to be housed in public facilities, dormitory and instructional space needs will be difficult to project for specific institutions.

We recommend 1) that a public policy determination be made regarding the number of students to be enrolled, statewide and by institution; 2) that a determination be made concerning the optimum proportion of students to be housed by institutions, in publicly owned residence halls; and 3) that additional dormitory space then be authorized at those institutions where a clear need can be demonstrated. In the absence of a statewide policy regarding enrollment, the amount of dormitory space which is authorized at a given institution will be a major determinant of institutional size and of its admissions standards as well. Therefore, additional authorization of

TABLE XIX

ACTUAL AND AUTHORIZED DORMITORY CAPACITY BY INSTITUTION FOR NORTH CAROLINA PUBLIC SENIOR INSTITUTIONS

Institution	Percent Enrollment Housed 1967	Percent of Capacity Housed 1967	Normal Dormitory Capacity 1967	Completed in 1968*	Under Construction*	Planned*	Total Anticipated Capacity	Anticipated Capacity As Percent of 1975 Enrollment**
N.C. State Univ.	42.9%	100.0%	4,653	1,120	-	1,608	7,381	
UNC-Chapel Hill	46.0	100.5	7,137	-	-	2,000	9,137	
UNC-Charlotte	-	-	-	-	1,000	-	1,000	
UNC-Greensboro	65.4	89.1	3,941	-	-	1,600	5,541	
Subtotal	45.3	97.5	15,731	1,120	1,000	5,208	23,059	50.4%
Appalachian	58.4	115.7	2,492	1,200	-	1,200	4,892	
East Carolina	51.8	103.8	4,672	400	900	800	6,772	
N.C. A and T	60.0	103.6	2,277	-	600	-	2,877	
N.C. College	60.6	113.2	1,652	-	400	600	2,652	
Western Carolina	60.3	110.3	2,166	-	800	800	3,766	
Subtotal	56.8	108.2	13,259	1,600	2,700	3,400	20,959	61.1
Asheville-Biltmore	21.0	90.6	160	90	80	220	550	
Elizabeth City	79.5	154.0***	493	-	300	300	1,093	
Fayetteville	66.6	92.8	832	-	-	-	832	
Pembroke	28.8	100.0	431	-	-	400	831	
Wilmington	-	-	-	-	-	400	400	
Winston-Salem	61.7	103.7	788	-	-	125	913	
Subtotal	42.7	108.1	2,704	90	380	1,445	4,619	50.5
GRAND TOTAL	49.4	102.9	31,694	2,810	4,080	10,053****	48,637	54.5

* Data supplied by Division of Property Control, North Carolina Department of Administration.

** Based on BHE projections.

*** Forty-eight students were housed in a temporary facility (Cale Hall) which is not designed for a dormitory. If these students were not considered, the utilization percentage would be 144.2.

**** Legislative approval for projects not under construction contracts by December 31, 1968 will expire unless time is extended by Advisory Budget Commission.

dormitories in public senior institutions should be carefully evaluated in the light of new developments in student housing patterns and on the basis of state policy regarding the optimum growth and size of public senior institutions.

Married student housing. In fall 1967 only three public senior institutions provided married student housing facilities: North Carolina State University, the University of North Carolina at Chapel Hill, and East Carolina University. In recognition of the growing number of married students, the trend toward younger marriages, and the large number of discharged servicemen who are in school, colleges and universities should consider the desirability of providing married student housing facilities. According to some college administrators, the costs to students if the facilities are 100 percent self-liquidating would make rents prohibitively high. Specific recommendations concerning the financing of such facilities are deferred pending additional study.

Needs for other types of facilities. In this chapter we have discussed the principles involved in assessing the need for general classroom and laboratory space and have reviewed, in somewhat more specific terms, the statewide library and dormitory needs as projected to 1975. There are, of course, other types of facilities--student unions, cafeterias, administrative space, research space, parking areas, and gymnasia, to name a few. Standards for determining the extent of need for facilities of these types have been developed in some other states* and might be helpful in North Carolina, but the first requirement is a full inventory of existing facilities. The

---

*See, for example, California and Oklahoma publications referred to earlier in chapter.

Board, in cooperation with other state agencies concerned and with the institutions themselves, proposes to work toward developing for the use of the Governor and the Legislature more complete information upon which general policies and recommendations concerning these various types of facilities can be based.

CHAPTER XIV

FINANCING HIGHER EDUCATION

The process of long-range planning consists of three essential elements: knowing where we are, deciding where we need to be, and developing an operational plan which will enable us to move from where we are to where we need to be. Fundamental to the operational plan is determining the cost of moving from where we are to where we want to be. The cost must then be compared with anticipated revenue to determine if the revenue will permit the objectives to be achieved. If not, then either new sources of revenue must be found or the objectives reduced and the operational plan adjusted accordingly.

This chapter deals with the financing of higher education. It gives information on the revenues required to meet the specific needs detailed in previous chapters. This chapter does not, however, project the total cost to meet all the state's higher educational needs during the planning period of 1969 to 1975. Nor does it set out the total appropriations required from the state. The long-range plan is therefore in this respect, among others, incomplete. It has not been possible to obtain adequate, reliable, and comparable information on the projected total costs or on the portion to be borne by the state. The reasons such information cannot be obtained at this time are implied in previous chapters and dealt with specifically in this chapter.

This long-range planning study has been conceived from the outset as part of a continuous process, requiring regular updating. Total costs can, indeed must, be developed in subsequent years. Perhaps the major task facing the Board of Higher Education in the years ahead will be that of seeking to obtain the information required to enable reasonably reliable estimates to be made of total needs and total state appropriations required. Such information is unavailable in many areas today.

In general, where specific recommendations are made in this report and dollar costs given, the Board of Higher Education considers the estimates to be based on adequate and reliable data. But many areas remain to be studied, and until they have been studied, no reliable estimates of total costs or total state appropriations can be made.

It must be noted that the complexity of higher education is such that it was not possible for all of the public senior institutions to complete their long-range plans by the initial deadline, the fall of 1967. In fact, several institutional studies were not submitted until September of 1968, less than two months ago. Others are still incomplete. Moreover, much of the information furnished was based on assumptions which varied widely from institution to institution. It is the plan of the Board of Higher Education to meet further with representatives of the institutions in the months immediately ahead in an effort to develop more comparable and adequate information in many areas. It appears likely, however, that the current inability of some institutions to provide the basic data required will preclude the development of meaningful total cost projections at this time.

I. BACKGROUND

Over $17 billion a year for current operating costs and capital improvements is being spent on public and private higher education in the United

States today, and this expenditure is expected at least to double by 1975. Serious financial problems already exist, and they will grow in the immediate future if additional funds are not found. Increases from present revenue sources will be required, as well as money from new sources. Expenditures are increasing more rapidly than revenues owing to the rapid escalation of costs. In spite of better efforts in management, the need to find additional funds or to expand present sources of income is mandatory.

College and university budgets have grown for a number of reasons. Among them are inflation, increased enrollments, improvements in physical facilities, more complex equipment and services, and increases in faculty salaries at an average rate of 6 percent annually for more than a decade. In addition, institutions have undertaken to offer an increasingly wide range of programs and services. These forces are likely to continue to apply so long as the economy remains strong and the colleges and universities attempt to meet the growing higher educational needs of society.*

Technology is at the root of the economic pressures facing higher education today. The institutions of higher education have not shared fully in the increases of productivity that have characterized American industry in the twentieth century. Assembly line methods of production, for example, apply only in a limited way, if at all, to higher education.

There are, of course, compelling reasons to demand as much efficiency in institutional operation as possible. Productivity in education, however, includes many intangibles which cannot be measured in numbers of graduates "produced." Educational productivity, in any case, cannot be expected to increase nearly so rapidly as economic productivity in general, because of the inapplicability to education of industrial mass production techniques. Costs per student are therefore expected to continue to increase faster than prices in general. The cost of higher education will rise, not just at the rate of inflation, but faster so long as educational productivity rises less rapidly than productivity in the rest of the economy.*

---

*Martin Myerson, "A Changing Economy for Higher Education," The Public Interest, Spring 1968, pp. 113-118.

There is little doubt about the phenominally rising costs of higher education, but answers to the question of how to meet the rising costs are still far from clear. Chancellor Millett of the Ohio Board of Regents was director of the National Commission on Financing Higher Education nearly 20 years ago. Recently he noted: "When I undertook to direct the study of the Commission on Financing Higher Education in 1949, the whole subject...was in a state of confusion. That state of confusion hasn't changed much in the intervening years."**

What is most urgently needed, both for the nation as a whole and for North Carolina in particular, is the development of an adequate informational framework, a "total information system," within which to analyze financial requirements and resources, as well as implications of fiscal decisions affecting higher education. There is no such framework at the present time. A great part of the confusion which persists about the financing of higher education stems simply from lack of pertinent information.

Because the instructional program usually presents the major financial problem in operating a college, special attention needs to be given to analyses of operating expenditures and the available sources of income to finance these expenditures. Critical items within this framework relate to the different costs for different levels of instruction, to student-faculty ratios, average faculty salaries, faculty support, and general overhead.

---

*Receipts from student tuition and fees have risen nationally 63 percent in the past decade. During that same period the Consumer Price Index advanced only 17 percent.

**John D. Millett, "Financing Higher Education: Analyzing the Problems," College and University Business, February 1968, pp. 45-69.

A look at the financing of higher education requires viewing the subject in several dimensions. Funds used for operating expenses and capital expenditures come either from private sources or government sources. Government support, in turn, can be local, state, or federal. Private sources include tuition, fees, gifts and endowment income.

Operating expenses are incurred in the instructional program, auxiliary services, and student aid, and in research and public service. Auxiliary services such as food and housing tend to be self-supporting in both public and private institutions. Athletic programs are self-supporting in a few institutions but not in most.*

Student aid is used to recruit outstanding students and to encourage students who need financial assistance to enter college. In the fiscal year ending June 30, 1967, about $2.24 billion was available for student aid nationwide. Of this amount, approximately 70 percent came from federal programs, 4 percent from state sources, 23 percent from the institutions, and the remaining 3 percent from corporations and foundations. This student aid was distributed among 4.5 million full-time students.**

There are many proposals for more efficient use of financial resources--more productive investment of endowment, reduction in the time required for students to complete undergraduate and graduate degrees, more efficient methods of teaching, better management practices, and interinstitutional cooperation, among others. It is generally agreed, however, that institutions will not be able to effect enough savings or improve efficiency sufficiently to obviate the need for new or expanded sources of funds.*

---

*Ibid.

**College Entrance Examination Board, A Study of Federal Student Loan Programs, 1968.

One source of more money to finance higher education can probably be ruled out immediately: an increase in tuition rates sufficient to cover most or all of the rising costs.** Increases in instructional costs should not be shifted to students and their parents. The argument usually offered for raising tuition is that students are the principal beneficiaries of higher education and therefore they should bear a substantial share of the cost. There is merit in the argument only if one ignores the benefits to society, not the least being the increased productivity of the former student and the resulting return to society of more than just increased earnings and increased tax payments. Further, students and parents are already bearing a greater share of the cost than is generally realized. The economic cost of attending college includes three elements: 1) tuition and fees charged by the institution, 2) other necessary expenses incurred by the student or his parents (for example, room and board, clothing, books, supplies, and transportation), and 3) the earnings sacrificed by the student while in college.

While in-state tuition charges are relatively stable at most public institutions, other required fees are increasing. Charges for living expenses are now almost totally passed along to the student with little public supplement. Moreover, it has been estimated that a student foregoes earnings of $4,000 to $5,000 per year while in college. The impact is not uniform. The higher the total cost becomes, the greater the barrier for the poor student. Tuition, fees, and other costs are not adjusted to the financial circumstances of the student in North Carolina public institutions except through limited financial aid programs. Thus, as explained in more detail in Chapter XII, high cost is a major barrier to higher education for the lower-income students, particularly because of the inadequacy of student financial aid resources.

---

*Millett, op. cit.

**In 1966-67, tuition and fees accounted for 10.7 percent of total revenue for public senior colleges and universities in North Carolina and 27 percent of total revenue for 26 private senior colleges in the state (see Table XX).

The demand for additional funds for support of higher education must be met from many different sources. If increases in student charges are already at or near the maximum, there are three main sources for increased support--philanthropy, state government, and the Federal Government.

Philanthropy includes endowment income, alumni contributions, corporate gifts, and foundation grants. Although the income derived from such sources by public institutions has increased markedly in recent years, and hopefully will continue to do so as new ways of attracting and encouraging private giving are found, private contributors cannot be expected to bear much of the burden of higher education, particularly in the public sector. Excluding tuition and fees, private sources accounted for less than 5 percent of the budgets of public senior institutions in North Carolina in 1966-67 and only 18 percent of the budgets of private senior institutions (see Table XX). Both public and private institutions will be forced to place heavier reliance on increased support from governmental sources.

II. STATE GOVERNMENT SUPPORT

An increasingly large portion of the future costs of higher education in North Carolina necessarily must be borne by the state. Today about

TABLE XX

CURRENT-FUNDS REVENUE IN NORTH CAROLINA SENIOR COLLEGES AND UNIVERSITIES BY SOURCE AND TYPE OF INSTITUTION, 1966-1967 FISCAL YEAR

Source	Public Sr. Insti.*		Private Sr. Insti.**	
	Amount	Percent of Total	Amount	Percent of Total
A. EDUCATION & GENERAL				
1. Student Tuition & Fees	$ 19,555,073	10.7%	$ 32,214,221	27.0%
2. Total Gov't Appropriations	58,020,482	31.8	228,198	0.2
a. Federal	(689,520)	(0.4)	(228,198)	(0.2)
b. State	(57,317,857)	(31.5)	(-)	(-)
c. Local	(13,105)	(Z)	(-)	(-)
3. Endowment Income	968,375	0.5	10,748,658	9.0
4. Private Gifts	4,220,575	2.3	7,565,484	6.3
5. Total Sponsored Research	19,205,188	10.5	15,293,833	12.8
a. Fed. Contract Centers	(7,011,811)	(3.8)	(-)	(-)
b. Other Federal Gov't	(10,588,051)	(5.8)	(13,877,030)	(11.6)
c. State Gov't	(59,112)	(Z)	(32,647)	(Z)
d. Local Gov't	(-)	(-)	(-)	(-)
e. Non-Gov't	(1,546,214)	(0.8)	(1,236,747)	(1.0)
6. Other Separately Budgeted Research	6,897,440	3.8	-	-
7. Total Other Sponsored Programs	16,234,094	8.9	9,072,966	7.6
a. Federal Gov't	(12,274,031	(6.7)	(5,137,047)	(4.3)
b. State Gov't	(3,534,392)	(1.9)	(39,607)	(Z)
c. Local Gov't	(-)	(-)	(-)	(-)
d. Non-Gov't	(425,671)	(0.2)	(3,896,312)	(3.3)
8. Hospitals (Public Service Only)	-	-	-	-
9. Other Organized Activities of Educational Depts.	8,974,003	4.9	12,406,255	10.4
10. Sales & Services of Educational Departments	2,184,713	1.2	3,990,592	3.3
11. Other	2,390,123	1.3	2,492,865	2.1
Subtotal	138,650,066	76.1	94,013,072	78.7
B. STUDENT AID				
1. Federal Gov't	824,769	0.4	1,252,913	1.0
2. State Gov't	615,898	0.3	-	-
3. Local Gov't	26,348	Z	-	-
4. Private Gifts and Grants	896,735	0.5	953,169	0.8
5. Endowment Income	325,259	0.2	676,967	0.6
6. Other Student Aid	215,145	0.1	380,268	0.3
Subtotal	2,904,154	1.6	3,263,317	2.7
C. AUXILIARY ENTERPRISES				
1. Housing & Food Services	17,650,505	9.7	15,540,911	13.0
2. Other Auxiliary Enterprises	22,922,729	12.6	6,644,498	5.6
Subtotal	40,573,234	22.3	22,185,409	18.6
TOTAL CURRENT FUNDS REVENUE	$182,127,454	100.0%	$119,461,798	100.0%

---

*Sixteen public senior institutions. Fiscal year ends June 30 in all institutions.

**Twenty-six of twenty-eight private senior institutions. Not included are Barber-Scotia and Johnson C. Smith. Fiscal year ends June 30 in sixteen institutions, May 31 in nine, and August 31 in one.

Z-Percentage less than 0.05.

34 percent of the estimated total cost of public higher education in North Carolina is borne by the state. State tax-support for higher education nationally has risen to unprecedented heights in the past few years, but still not at a rate fast enough to keep up with rising costs and legitimate requirements.* If the need for improved programs and services is to be met, actual dollar support must continue to grow at an even faster rate.

Fortunately, the economy of North Carolina and other states has expanded remarkably since World War II. Revenues and resulting expenditures have increased and can be expected to continue to increase (Table XXI).

TABLE XXI

GENERAL FUND EXPENDITURES AND PERCENT OF INCREASE IN NORTH CAROLINA BY BIENNIUM, 1959-1975

Biennium	Expenditures (In Millions)	Percent of Increase Over Previous Biennium
1959-61	$580.6	13.3%
1961-63	751.0	29.3
1963-65	890.0	18.5
1965-67	1,082.3	21.6
1967-69 (est.)	1,414.5	30.7
1969-71 (est.)	1,698.6	20.0
1971-73 (est.)	2,038.3	20.0
1973-75 (est.)	2,446.0	20.0

---

*In North Carolina the increase in state expenditures from one biennium to the next has ranged from a low of 21.9 percent in the 1961-63 biennium to an estimated high of 44.8 percent in the 1967-69 biennium, a dollar increase of 88.3 percent in the past six years (see Table XXII).

If revenues continue to increase and both taxes in force and tax rates remain the same through the next three biennia (through 1975), the time span of this report, successive sessions of the General Assembly will be able to increase appropriations from one biennium to the next much as they have in the recent past.

It is not known, however, if this increased income will be adequate to the demands. Much depends on such factors as inflation, salary increases, completion of new facilities, increases in enrollments, and competing demands from other needs of state government. Areas of large state expenditure in North Carolina have traditionally been education, highways, and welfare. In none of these areas have state appropriations in the past come up to the national averages. As a result, there are unmet needs in these and other areas.

The basic problem continues to be North Carolina's low per capita personal income, still among the lowest in the nation (43rd in 1967). With less to tax in the first place, total collections, and thus total expenditures, are necessarily limited. It can be argued that sharply increased expenditures on higher education will secure better trained or educated citizens who, in turn, will more fully develop the state's potential, and thus contribute indirectly to solving the state's income problem. The argument has much validity, but there is a necessary lag between the time an investment is made in a student and the time he is able to repay it in greater tax income. Today's needs must be met today.

The state appropriated $151 million during the 1967-69 biennium for operating expenses of public senior institutions of higher education (excluding capital improvements), an increase of nearly 45 percent over

1965-67 appropriations and nearly double the 1963-65 General Fund expenditures for higher education. (See Table XXII).

Table XX indicates that about 34 percent of total income from all sources for state institutions came from General Fund appropriations in fiscal 1967. If this percentage is applied to the state appropriations of $104 million for the two years, fiscal 1965-67, shown in Table XXII, the total income for public institutions from all sources in that biennium may well have totaled $305 million (Table XXIII).

Future operating budgets, as estimated by the public senior colleges and universities, will rise by the 1973-75 biennium to over $500 million

TABLE XXII

EXPENDITURES FOR THE OPERATION OF NORTH CAROLINA PUBLIC SENIOR INSTITUTIONS FROM STATE APPROPRIATIONS, 1957-1967 AND ESTIMATES FOR 1967-1975

Biennium	Total General Fund Expenditures (In Millions)	Total Higher Educational Expenditures from General Fund Appropriations* (In Millions)	Percent Increase Over Previous Biennium	Higher Educational Expenditures as % of Total General Fund Expenditures
1957-59	$ 512.3	$ 37.3	-	7.3%
1959-61	580.6	46.1	23.6%	7.9
1961-63	751.0	56.2	21.9	7.5
1963-65	890.0	78.4	39.5	8.8
1965-67	1,082.3	104.3	33.0	9.6
1967-69 (est.)	1,414.5	151.0	44.8	10.7
1969-71 (est.)	1,698.6	210.0	39.1	12.4
1971-73 (est.)	2,038.3	280.0	33.3	13.7
1973-75 (est.)	2,446.0	360.0	28.6	14.7
Total 1969-75	$6,182.9	$850.0		

*Excludes North Carolina Memorial Hospital, Agricultural Research Stations, Cooperative Agricultural Extension Service, Psychiatric Center (at North Carolina Memorial Hospital) and Industrial Extension Service, Community Colleges and Capital Improvements.

with over $300 million, or more than 60 percent, needed from state sources (Table XXIII). This would require the state to almost double the current percent of state contribution to total needs as well as double the dollar contribution. And this is not the whole picture. In addition to current operating funds, over $135 million was authorized for construction of facilities during the 1967-69 biennium at the public senior institutions. About half of the funds for capital improvements came from the state, with almost half from non-state sources, including federal funds, private and foundation gifts, and self-liquidating revenue bonds. The need for state support of capital improvements can be expected to increase during the planning period ending in 1975.

TABLE XXIII

ESTIMATED REVENUE REQUIREMENTS
OF NORTH CAROLINA PUBLIC SENIOR INSTITUTIONS, 1969-1975[1]
(In Millions)

	Combined Projections of Institutions		
Biennium	Total Needs (All Sources)	State[2] Source	Federal & Other
1965-67	$ 304[4]	$104[3]	$200[4]
1967-69	355	155	200
1969-71	400	200	200
1971-73	450	250	200
1973-75	500	300	200
TOTAL 1969-75	$1,350	$750	$600

[1] Interpolated from institutional projections for 1973-75, and from Tables XX and XXII.

[2] Assumes an increase from 33 percent in fiscal 1967 to 60 percent in fiscal 1975.

[3] Actual.

[4] Estimated.

Capital improvements requested by the public senior institutions for the 1969-71 biennium are $253 million, of which all but $58 million is requested of the state. The total capital improvement needs from 1969-75 as projected by the institutions in their long-range plans total nearly $500 million. We would point out that if previous patterns of funding are continued, the state will not meet all of the capital requests of institutions for the next biennium (see Table XXIV). As noted in Chapter XIII, however, increased utilization of present facilities could result in some reduction of future needs.

If the assumed total state appropriations for higher education of $850 million for the six years 1969-75 (Table XXII) are offset against the institutions' own projections of requirements of $750 million shown in Table XXIII, it would appear that revenues are ample to meet needs. However, we are of the opinion that the institutions have underestimated their total operating needs and may well have overestimated their capital improvement needs. As the data provided by the institutions are not comparable and, in several instances, are incomplete, reliable estimates of total future needs cannot be presented in this report. At best, the estimates given indicate the order of magnitude of the needs as seen by the institutions and which the state may face.

Should the revenue assumptions prove to be overly optimistic or the needs underestimated, either 1) a larger percentage of total general fund appropriations will need to be allocated to higher education, 2) additional sources of revenue must be found, or 3) needs as projected by the institutions for existing and new programs and services will have to be curtailed. Moreover, these needs do not include the areas named in the footnote in Table XXII, further compounding the problem.

TABLE XXIV

GENERAL FUND EXPENDITURES AND CAPITAL IMPROVEMENT APPROPRIATIONS FOR HIGHER EDUCATION IN NORTH CAROLINA, 1959-1975

(In Millions of Dollars)

				Capital Improvements					
Biennium	Total Gen. Fund Expenditures[1]	Credit Balance[2] (Surplus)	Credit Balance As Percent of Gen. Fund	Total Requested By Institutions	Total Authorized	Actual State Approp.[3]	From Other Sources[4]	Percent From State Funds	Percent From Other Sources
1959-61	$580.6	$74.4	12.8%	NA	NA	$22.2	NA	NA	NA
1961-63	751.0	111.7	14.9	$64.5	NA	3.3[5]	NA	NA	NA
1963-65	890.0	99.7	11.2	102.2	$85.9	51.5	$34.4	60.0%	40.0%
1965-67	1,082.3	172.7	16.0	148.7	129.0	37.0	92.0	28.7	71.3
1967-69	1,414.5	-	-	273.6	135.7	68.3	67.4	50.3	49.7
1969-71	1,698.6	-	-	252.6	-	-	-	-	-
1971-73	2,038.3	-	-	-	-	-	-	-	-
1973-75	2,446.0	-	-	-	-	-	-	-	-
Ten-Year Total Fiscal 1959-60 Through Fiscal 1968-69	$4,718.4	NA	NA	NA	NA	$182.3	NA	NA	NA
Six-Year Total Fiscal 1963-64 Through Fiscal 1967-69	$3,386.8	NA	NA	-[6]	$350.6	$156.8	$193.8	44.7%	55.3%

[1] Table XXI.
[2] Revenue collected in excess of estimates plus reversions.
[3] From surplus and legislative bonds.
[4] Self-liquidation, Federal grants, overhead, gifts, etc.
[5] An additional bond issue of $32.3 million for higher education was authorized, but failed to pass.
[6] Not meaningful as total would contain duplication.
NA - Data not available.
- Not applicable at this time.

As pointed out earlier, ideally this report would have contained projections of the total cost to the state of meeting higher educational needs between now and 1975. And, ideally, these costs would have been broken down between those which might be expected to be paid by the Federal Government, by state government, and from other sources such as tuition, foundations, and gifts.

It is not now possible to make reliable estimates of the _total_ needs of the state in higher education in accurate dollar terms for periods in excess of one biennium. Although the needs can and must be stated in terms of public policy (for example, library resources should meet nationally accepted standards), the cost of meeting the needs for extended periods can only be developed as gross figures. This is true for several reasons.

First, the complexity of higher education and constant changes required by new technology and knowledge make it extremely difficult to estimate future costs except in gross terms. Second, too often the data available from institutions, state sources, from the Federal Government, and other sources is fragmentary or is prepared on a basis which makes reliable comparisons impossible. As we have indicated, a major problem in long-range planning for higher education is that of securing reliable, adequate, and complete data. Third, public policy constantly changes at the state and federal levels, either annually or biennially. As a consequence, after each General Assembly and each session of Congress, it is necessary to review the assumptions used in previous revenue estimates, reexamine need, and make adjustments which reflect the impact of changes in public policy.

We recommend, for these and other reasons discussed elsewhere in this report, that high priority be given to the development of a "total information system" which will enable adequate and reasonable estimates of total needs to be prepared. The Board has requested supplementary "B" budget appropriations for this purpose.

Budget preparation and administration. One matter on which all of the presidents of public senior institutions of higher education, and many in the Legislative and Executive branches of state government in North Carolina, agree is that the process of budget preparation and administration needs a thorough re-examination and major overhaul. The presidents consider this to be a problem of the first magnitude.

This is no new concern. The Governor's Commission on Education Beyond the High School (1962) reviewed budgetary procedures and recommended that "the Department of Administration, the Board of Higher Education, and the public institutions of higher education continue to explore ways in which the budget preparation and review procedures may be simplified, and equitable support of the programs of these institutions may be achieved," and "that the Department of Administration and the public institutions give continuing study to ways in which the current procedures for effecting budget transfers and changes may be simplified and expedited, to the end that unnecessary paper work may be eliminated while maintaining essential safeguards on the expenditure of public funds."*

Four years later, the Hodges Commission, established by the 1965 General Assembly to study the size and method of selection of trustees for the University of North Carolina, recommended that "representatives of the Board of Trustees of the University and representatives of the Governor as Director of the Budget undertake a detailed review of the procedures now employed in administering the budgets of the University, with a view to making those procedures as simple and expeditious as possible, consistent with the need to insure that budgeted funds are spent so as to gain maximum educational benefits for the State." That recommendation was an outgrowth of an observation of the Hodges Commission that "the State may be continuing to employ in budget administration procedures more appropriate to the smaller and simpler budgets of years ago than to those of today; that largely routine budgetary paperwork may be consuming time and energies of administrators both in the University and in Raleigh that could be put to more productive uses; and perhaps most important, the effectiveness of the University may be impaired by separating fiscal authority and program responsibility."*

---

*The Report of the Governor's Commission on Education Beyond the High School, 1962, p. 110.

More recently the Board of Higher Education reviewed the process and recommended**

> that the Governor, as Director of the Budget, direct a re-examination of the process of budget preparation and administration as it relates to the [public] institutions of higher education, and that representatives of the Board of Higher Education and the institutions be invited to participate in the study. It is hoped that the study can be completed in sufficient time to be useful in the preparation of budgets for the 1969-71 biennium.

A Report by the Southern Association of Colleges and Schools published in March 1968, dealing with "higher education and financial control by state governments," made extensive reference to North Carolina and it concluded by implication that current procedures leave much to be desired.***

---

*Report of the Commission on the Study of the Board of Trustees of the University of North Carolina, 1966, pp. 33-34.

**Board of Higher Education Interim Report and Recommendations, 1967, p. 9.

***Higher Education and Financial Control by State Governments in Southern Association States, 1968, 16 pages.

Governor Moore, in his Special Message on Higher Education to the 1967 General Assembly, requested the Director of the Department of Administration to conduct a re-examination of the process of budget preparation and administration. In the summer of 1968 such a study was initiated by a special committee consisting of representatives from the Advisory Budget Commission, the State Department of Administration, the Board of Higher Education, the presidents of public colleges, the business managers of public institutions, and the public at large.

At the time of the submission of this report, the special Committee to Re-examine the Process of Budget Preparation and Administration has not completed its work. It is hoped, however, that recommendations will be available in time to enable changes in statutory authority, if any are required, to be considered by the 1969 General Assembly.

The Board of Higher Education, in discussing the budget process, is not prejudging the findings of this important committee. The views and recommendations which follow have been expressed to the committee.

Any process of budget preparation and administration should seek to achieve the goals of accountability, equity, and flexibility.

The existing process appears to make adequate provision for ultimate accountability and provides assurance that the legislative intent as expressed in appropriations is carried out. There is apparent agreement that the present system does not, however, provide equity in the allocation of funds among the institutions or sufficient flexibility.

Many of our recommendations in this report have been addressed to the need for equity. It would appear that the major reason that equity has not been achieved in the past is that the state has never had available sufficient information to enable equity to be done. If the Legislature, the Advisory Budget Commission, and the institutions are to have information in time to be useful, a computer-based "total information system" is necessary. Without such a system it is not likely that equity will be achieved.

Flexibility in budgeting is related to the extent of external controls of expenditures. In North Carolina, characterized by rigid controls over the expenditure of funds within strict "line items," increased flexibility would result in the institutions having more internal authority to transfer funds among major budget categories or functions. This flexibility would require college trustees and administrators to accept full responsibility for the use of funds made available to them.

Thus, one reason flexibility has not been achieved is because of the almost total reliance on "line item" budgeting in the budget process. At least as fundamental to achieving flexibility is a question of basic policy: Does the state wish to permit flexibility in budgeting?

Widespread complaints about the lack of flexibility inherent in the present budget process stem in part from the impossibility of anticipating as much as six years in advance the programs which will be required, if the colleges and universities are to offer work truly relevant to the needs of tomorrow's students and of the state. The increase in knowledge and the new requirements of our technological society make it impossible to make realistic "line item budget" projections for programs which today are not even on the horizon.

In recognition of this fact, the Advisory Budget Commission and the Budget Division of the Department of Administration, acting between legislative sessions, have approved many requests for reallocation and transfers among line items in the budget to enable unanticipated requirements to be met.

The Board suggests that a great reduction in the amount of paperwork required, extremely costly in terms of man hours, would result if the "line item" approach were eliminated and "program" or "formula" budgeting employed. Some elements of "program" and "formula" budgeting are already in effect. Specific recommendations as to how the present "line item" approach might be modified have been made to the special committee currently studying the process of budget preparation and administration. If accepted by the special committee and implemented by the Advisory Budget Commission, they will significantly improve the process of budget preparation and administration beginning with the 1971-1973 budgets. They do not constitute the full re-examination of the process which we believe to be desirable. However, they would provide a base of experience that should lead to further improvement in the future.

There is at least one additional reason, closely allied to accountability, why greater flexibility has not existed in the past. If complete flexibility were granted, and if funds could be transferred between line items, it would be difficult to assure the preservation of legislative intent. The solution to this and other problems, we believe, lies in a major restructuring of the process under existing statutes. The following steps would achieve the goals of reasonable flexibility and better accountability and make equity possible for the first time.

We therefore recommend:

1) that careful study be given to the possible conversion of the present strict line item system to a system which would place emphasis upon program costs rather than upon objects of expenditure. Such a conversion would not be practical without qualified program-oriented managers at all levels, without a vigorous campaign of re-education for all persons involved in budgeting, without better methods of evaluation of results than presently exist, or without the provision of sufficient time for implementation;

2) that a *total information system* be completed, which would enable those charged with decision-making to carry out their responsibilities on the basis of full and complete data. Such a data system will make possible in-depth studies of comparative costs of instruction and other basic matters which relate to the state's needs and make the most advantageous use of the state's resources in higher education. With such an information system, it will be possible to achieve equity and to improve accountability, which should go far in assuring that funds will be properly employed;

3) that "*A*" *Budget allocations* for continuation of existing programs, when based on program or formula budgeting, be made to the institutions with greatly increased flexibility being given trustees as to how those funds may be employed;

4) that the portion of "*B*" *Budget allocations* which constitute funds to operate new degree programs not previously authorized be placed in a "reserve fund" and allocated to the institutions after program approval. In order for the Board of Higher Education to carry out its statutory responsibility to approve new degree programs of the public senior institutions,

only academic programs already approved by the Board of Higher Education should be funded in institutional budgets. A general allocation for new programs instead should be made to a "reserve fund" for allocation to the institutions upon approval of specific proposals for new programs, using criteria employed by the Advisory Budget Commission and the General Assembly when funding similar existing programs. This procedure would a) provide flexibility to permit unanticipated but needed programs to be funded, b) encourage the discontinuance of outmoded programs, and c) assure that appropriations are not diverted improperly from existing programs to finance new ones. Precedent for this approach is found in the College Work Study Program, offices of institutional research, and special assistance to Negro colleges, funds for which are now administered through the Board of Higher Education, subject to the approval of the Advisory Budget Commission; and

5) that "C" Budget (capital improvements) allocations continue to be made according to present procedures, pending further study. More accurate and dependable information on which to base decisions is required, however, if equity in allocations is to be achieved.

These approaches would maintain or improve accountability, increase flexibility where appropriate, and serve to promote equity.

Tuition and fees. During the 1967-68 academic year, tuition charges among the public senior institutions were not uniform, ranging from $150 to an equated $250 for in-state students. Registration and other required fees varied from $95 at the North Carolina School of the Arts (where tuition is over twice as high as that of other institutions) to $352 at North Carolina State University. Required fees included items such as academic fees ranging from $20 to $51, athletic fees (both intercollegiate and intramural), and fees for cultural events, health services, student government, publications, student union (to cover self-liquidating debt service primarily), physical education, and even a $3 alumni fee at one institution.

The Report of the Governor's Commission on Education Beyond the High School in 1962 noted "that there is wide variation in the kinds and amounts of fees which are paid by students generally in our public institutions," of which some are "the same as tuition and should be shown as a part of tuition." The Commission recommended that, with the exception of fees supporting special activities and which vary from student to student, fees be incorporated into the basic tuition charge.*

In its Interim Report** in March 1967 the Board of Higher Education stated, with reference to in-state students,

> that there should not be different tuition levels at different institutions, as this may influence a student's choice of institution. Instead, he should be free to seek that institution which best meets his needs. In equity to in-state students at all tax-supported institutions, and in recognition of the fact that other required fees and living costs have continued to increase, the Board also believes that in-state tuition should be kept to the lowest possible minimum.

In that Report the Board also stated, with reference to out-of-state students, a strong belief that

> every college or university benefits from the broadening influence of capable out-of-state students...[but that it is not] desirable or necessary for the state to subsidize out-of-state students to the present extent. In a sense, funds used to subsidize the education of out-of-state students become unavailable to in-state students.

In public senior institutions 17.2 percent of undergraduate students were from other states in 1967. Between 1966 and 1967 the proportion of out-of-state entering freshmen at public senior institutions increased from 16.5 percent to 18.4 percent. Whatever the reasons for the attractiveness of North Carolina as a target state for student migration, the volume of migration suggests the need to reexamine both admissions standards and tuition charges. In Chapter IV of this report we recommend that all public senior institutions maintain higher admissions standards for out-of-state students than for in-state students.

---

*The Report of the Governor's Commission on Education Beyond the High School, 1962, p. 108.

**Board of Higher Education Interim Report and Recommendations, 1967, pp. 5-6.

We recommend that, in recognition of the fact that there is a considerable differential between total instructional costs and what an out-of-state student pays in tuition and fees,* tuition for out-of-state students be raised effective with the 1970-71 academic year to $700 at the public senior colleges and $850 at the University of North Carolina and the regional universities. Based on a continuation of the current percentage of out-of-state students, and the estimated enrollment projected for 1970-71, these changes would result in $2.65 million in increased annual institutional revenues.

We further recommend that tuition (including uniformly applicable fees) be set at a standard amount in all public senior institutions in North Carolina, effective with the 1970-71 academic year. If legislative action is necessary to permit this to be accomplished on a statewide basis,

we also recommend that the statutes be amended to that effect by the 1969 General Assembly.

The Board of Higher Education will, with the institutions, study fee schedules with the goal of recommending a standard schedule to the General Assembly.

---

*State appropriations to the public senior institutions in 1968-69 per undergraduate student will range from about $740 to $1,050 per year.

Costs of instruction. In the course of analyzing instructional costs to determine the cost per student credit hour for similar programs at different institutions, the inadequacy of such an analysis as the only basis for administrative action has become clear. A unit cost, however comprehensively based, alone is an inadequate guide to program decisions. This is true, not because it lacks comparability among institutions, but because academic programs are so complex that their value cannot be tested only by a single measure. Information about comparative unit costs can contribute to wise decisions on academic programs, but such decisions also require much additional information.

Long-range plans as submitted by the institutions, with only a few exceptions, did not report unit costs of instruction, and thus complete institutional figures are not available. Moreover, it appears that the analysis of unit costs of instruction has been in the past almost totally neglected both on the institutional level and on the state level. Because the basic data on unit costs consist of literally millions of bits of information which are difficult and expensive to collect, it is highly desirable that, once collected, the data should be processed and stored so as to be easily accessible. This means computer storage if the state is to meet the needs of as many users as possible, including the institutions themselves, the General Assembly, the Governor, the State Budget Division, and the Board of Higher Education.

We recommend that for further studies of instructional costs, the necessary data collection, storage, and retrieval be funded as a part of the "total information system."

The Board has found in its studies, and in reviewing individual institutional studies, that the costs of instruction in the tax-supported institutions vary from one level to another, from one program to another, and among similar types of institutions. We believe that operating support of public institutions should take into account differences in programs where they exist, but that all institutions should be treated alike to the extent their instructional programs are similar. Different levels of financial support should be provided for the various levels of instruction (freshman-sophomore, junior-senior, master's, doctoral), and for the various types of instructional programs within these levels.

Preliminary results of studies by the Board of Higher Education reveal that costs in the public senior institutions in North Carolina double from lower division (freshman-sophomore) to upper division (junior-senior), and double again at the master's level. Cost analysis studies in other states reveal even higher ratios among these levels.

While full information is not yet available concerning the cost of instruction at the doctoral level in North Carolina, it is clear that costs at this level are significantly higher than at the master's level. In Ohio, recommendations for the 1967-69 biennium were that doctoral level instruction be supported at a ratio of 5 to 1 over master's programs, and 17 to 1 over the freshman-sophomore level.

In Texas, the several formulae for state support of direct instructional cost reflect accelerated funding at ratios which triple from undergraduate to master's degree levels and are 10 times undergraduate costs at the doctoral level. Allocations for both faculty salaries and departmental operating costs reveal such expenditure variations. See Table XXV for formula allocations for selected academic areas.

TABLE XXV

FORMULAS FOR HIGHER EDUCATION IN TEXAS*, 1970-1971

	Rates per Base Period Semester Credit Hour**		
	Undergraduate	Masters	Doctoral
I. Faculty Salaries			
Liberal Arts	$16.80	$44.74	$169.71
Science	18.32	80.89	243.62
Fine Arts	30.60	70.33	220.53
Teacher Education	14.94	37.98	146.92
Agriculture	20.97	59.06	203.70
Engineering	30.00	83.41	243.62
Home Economics	21.59	52.78	161.74
Business Administration	16.75	47.25	220.53
II. Departmental Operating Expense			
Liberal Arts	$ 0.92	$ 6.14	$ 28.94
Science	6.95	23.15	104.19
Fine Arts	6.95	23.15	104.19
Teacher Education	2.90	5.79	23.15
Agriculture	5.22	23.15	104.19
Engineering	10.42	23.15	104.19
Home Economics	4.05	11.58	17.37
Business Administration	2.90	11.58	23.15

* Adapted from Annual Report, Coordinating Board, Texas College and University System, 1968, pp. 18-20.

** Base period semester credit hours (Summer session 1968, Fall 1968, Spring 1969) times the listed rates equals dollar requests for areas listed.

The public institutions have indicated plans to add 166 master's degree programs and over 30 doctoral programs by 1975 (see Chapter VI). Before accurate projections of financial needs can be made, the appropriations for these programs in specific institutions and the needs of the state must be determined. "B" Budget requests for the 1969-71 biennium for current operating costs for new programs to be requested by the public senior institutions during that two-year period alone total $5.5 million (see Table XXVI).

The great volume of proposals for new graduate programs between now and 1975 suggests that, even though some of them may not be approved, there will probably be a large increase in requests for funds for these purposes during the next three biennia. In addition, graduate programs now offered need considerable strengthening in faculty support, instructional facilities, library holdings and services, and in research capacity. As was pointed out earlier, institutional projections of costs are not felt to be sufficiently reliable at this time to permit meaningful cost estimates.

We recommend, because of the high cost of instruction at the graduate level and the importance of improving the quality of current programs, that new graduate programs be established only 1) after need has been demonstrated, 2) after priorities have been established, and 3) after existing programs have been adequately supported. There must be public understanding that the plans of institutions should reflect demonstrable statewide needs. At this time, pending the receipt of more reliable information and further analysis, it can only be said that graduate level instruction in North Carolina through 1975 will require tremendous additional financial support.

Every effort will be made to secure more reliable information on which to base cost estimates for future legislatures.

Summary of estimated costs to meet certain special needs. In the earlier chapters of this report many special needs have been stated. In Chapter V we included recommendations on administrative staffing. In Chapter VI we discussed special needs of academic programs with special emphasis on medical education and allied health sciences. In Chapter VIII we recommended much higher levels of library support. Faculty salaries were discussed in Chapter IX with recommendations concerning equalization of salaries and the realization of more appropriate national standards for all institutions. In Chapter X, following discussion of special needs of traditionally Negro colleges, recommendations for special financial assistance were made. We recommended in Chapter XI that consideration be given to providing state assistance to private higher education. Studies of student financial aid have revealed deficits between currently available aid and demonstrated needs far greater than previously assumed. Table XXVI summarizes the estimated costs to meet certain of these special needs during the 1969-71 biennium and during the period 1969-75.

Financing capital improvements. One of the major problems still to be faced is that of relating the size, cost, type, and location of capital improvements to the institutions' future role in public higher education. Projections of capital improvement requirements and costs are made difficult, if not impossible, in the absence of agreed-upon institutional long-range plans, long-range planning for the state as a whole, and clear statements of public policy relating to the construction of new facilities.

TABLE XXVI

SUMMARY OF ESTIMATED COSTS OF MEETING CERTAIN SPECIAL NEEDS IN NORTH CAROLINA, 1969-1975 (In Millions)

Needs	Estimated cost For Next Biennium 1969-1971	Total Estimated Cost Over Next Three Biennia 1969-1975
New Programs[1]	$ 5.5[1]	N.A.[2]
Libraries[3]	6.4	19.2
Administrative Staffing [3]	1.0	3.5
Special for Negro Colleges	2.0	8.0
Summer Session[3]	2.4	8.0
Salaries		
a. Equalization for Negro Inst.[3]	1.2	0.0
b. National Standards for all Inst.[3]	22.0	145.4
Medical School[4]	N.A.	N.A.
Health Services[5]	2.0	N.A.
Private Colleges	N.A.[6]	N.A.
Student Aid	3.0[7]	60.0[7]
TOTAL	$45.5	$236.9[8]

[1] Institutional projections, excluding health affairs at UNC-Chapel Hill.

[2] No reasonable estimates possible.

[3] In addition to present "A" Budget allocations but not net "B" budget requests, if any.

[4] UNC projection to meet capital requirements to provide for increase from 75 to 160 entering students, $72.5 million.

[5] Paramedical at UNC-CH, ECU, etc. $2 million.

[6] No estimate possible prior to development of public policy.

[7] The $3 million represents merely a beginning at meeting the identified critical needs in student aid. $60 million for the three biennia is a rough guess of the amount which the state might efficiently use during this period. In Chapter XII we have recommended that a statewide commission make more specific suggestions of ways to meet the needs.

[8] When all estimates have been received, this figure may be between $300 and $400 million.

The Board of Higher Education has not made an intensive study of the means used to finance the construction of facilities for the public institutions of higher education. Neither time nor resources have permitted the full examination that this complex topic requires. It is clear, however, that any long-range plan for higher education must deal with how to finance capital improvements and make projections of anticipated costs to meet projected needs. Such a study will be undertaken by the Board and the results included in the up-dating of this report in the future.

There is perhaps no area in higher education which both requires long-range planning more, by the institutions and the state, or which also lends itself so well to the process. Long-range planning is especially required because of the magnitude of expenditures. During the past three biennia (1963-65 through 1967-69) the state has authorized the construction of $350.6 million in capital improvements. During the same period the state invested $156.8 million of its own tax dollars in capital improvements with the balance coming from other sources including self-liquidation, federal grants, and private gifts (see Table XXIV).

If optimum use is to be made of the tax dollars invested, planning for capital improvements must be done as much as a decade ahead. Each institution should have a campus master plan. And the campus plan clearly must reflect the long-range academic goals of the institution,* and these goals, in turn, must relate to statewide needs and the statewide long-range plan for higher education. There has been no such coordination of planning in the past nor does it exist today. Even institutional planning has not been done in the past, save in rare instances, with the result that on many campuses it is not possible to expand to meet future needs without acquiring, at a cost which is almost prohibitive, land that has already been developed. Furthermore, the state has lacked or has not provided adequate financial resources to permit the acquisition of land sufficiently in advance of needs, often resulting in makeshift solutions leading to further problems. Every campus today, for example, is confronted with the growing problem of the need for parking facilities, as well as problems relating to future classroom building and dormitory sites.

---

*See the third page of Chapter XIII (Facilities) for further discussion of this point.

The state has recently authorized significant improvements in facilities planning procedures by encouraging the development of campus master plans and the preliminary design of new facilities pending authorization of construction. This policy has not been in effect long enough to permit its full benefits to be realized.

As has been indicated in the previous chapter (Chapter XIII, Facilities), it would appear that the needs of the institutions for new facilities, on the whole, may have been more nearly met than such other educational needs as student financial aid, library resources, and faculty salaries. This is not equally true for all campuses, or even for all departments on a given campus. An outstanding example of a shortage on one campus is that of the unmet needs of the medical school at the University of North Carolina at Chapel Hill. Capital improvements in excess of $72 million are required in the next six years to enable the medical school to achieve its goal of reducing the critical shortage of doctors.

The state has financed capital improvements at its public senior institutions primarily from two sources. As indicated earlier, of the $350.6 million in capital improvements authorized in the past six years, $156.8

or 45 percent, has come from state sources primarily in the form of state appropriations from credit balances (Table XXIV). During the past decade, a statewide bond issue for capital improvements totaling $61.7 million, of which $32.3 million was for higher education, was defeated by a vote of the people in 1962.

The balance of capital improvements has been financed largely through the issuance of self-liquidating revenue bonds, federal grants and loans, and smaller contributions from gifts and other non-governmental sources.

Earlier it was noted that the Board of Higher Education will undertake a major study of capital improvement needs and how best to finance them, with later recommendations. There is one area, however, which would benefit from preliminary discussion in this report, the financing of self-liquidating facilities.

A distinction should be made between the two basic types of capital improvements which state institutions undertake. There are those which lend themselves to "self-liquidation," such as dormitories, athletic and food service facilities, parking lots, and student unions, and those which do not, such as classroom buildings and libraries.

Two of the major arguments against self-liquidation are 1) that it increases student costs and thereby increases the financial barrier for students from lower income families and 2) that it places an unfair financial burden on students in newer institutions which lack a base of long-paid-for income producing facilities that reduce the cost to students using the new facilities. The Board of Higher Education in 1963 recommended

> that new dormitories henceforth be fully self liquidated with the understanding that the State will provide support for a greater portion of the educational program in order that tuition and fees be kept at the lowest possible level. As student housing costs increase due to self liquidation of the cost of dormitories, the over-all costs to the student should remain essentially as they now are through proportionate reduction of tuition and fees.*

Counter arguments in favor of self-liquidation of the costs of certain types of facilities are 1) that it would prove impossible for the state to fund the increased costs without major increases in taxes or reductions in appropriations for other functions of government; 2) that significant decreases in student costs at public institutions would make it still more difficult for private colleges to compete for students; 3) that students should pay for room, board, housing, and other costs of personal maintenance, as they would have to bear such costs if working or living at home; and 4) that students should pay the necessary charges, with the state government and Federal Government providing financial aid for students who need assistance to meet their part of the cost of self-liquidating facilities.

We do not at this time have recommendations concerning state policy with reference to the self-liquidation of dormitories and other auxiliary facilities. The Board will invite representatives of the public and private institutions, and of the financial community, to join with it to explore the possibility of developing an optimum program for the construction of dormitories and related facilities in North Carolina.

This study will be part of a broader study of the financing of higher education discussed earlier. It will include consideration of the merits of a statewide "educational facilities construction authority" such as has operated successfully for some time in the State of New York. The North Carolina Capitol Building Authority established by the 1967 General Assembly (G.S. 129-40 to 129-47), while created with other specific responsibilities, is a precedent in North Carolina.

---

*North Carolina Board of Higher Education, 1961-63 Biennial Report, p. 37.

It is important to note that the broader study will not be able to develop meaningful cost estimates until public policy has been set in many crucial areas. These include the percentage of students to be housed in dormitories, the maximum planned enrollment for a given institution during the planning period, the role and scope of the institution, what type of facilities will be eligible for state appropriations, and what facilities may be made self-liquidating. There are many other questions of public policy which also must be resolved dealing with such matters as land acquisition, campus planning, air conditioning of facilities, and state ownership of such auxiliary facilities as utilities (e.g., water, power, and telephone), farms, and laundries.

Conflicts in public policy are apparent upon examination of policies which in the past have not only varied from campus to campus but from biennium to biennium in the method used to fund the same types of facilities on the same or different campuses. It is thus impossible at the present time to use policy as the base on which to develop a long-range plan covering capital improvements.

III. FEDERAL GOVERNMENT SUPPORT

A major and increasing source of support for higher education in North Carolina as elsewhere will no doubt continue to be the Federal Government. As noted earlier, we doubt that the projections of sources of revenue made by the public institutions of higher education will prove to be correct. The institutions project no increase in total dollar amounts from federal and other sources (Table XXIII). Instead they anticipate that state support will increase from about 33 percent of total revenues in 1965-67 to about 60 percent in 1973-75. It is our belief that state support will not exceed 40 percent of total revenues in 1974-75 and that the other major increases in support will come largely from the Federal Government. One estimate is that, using combined figures for public and private higher education, the 1975 division of support nationally will be 19 percent state, 44 percent federal, and 37 percent private, as compared with 1967 figures of 25 percent state, 25 percent federal, and 50 percent private.*

Supporting the contention that there will be increasing assistance from the Federal Government is this statement from a recent report of The Association of American Universities:

> ...if a strong and diversified system of higher education is to be maintained in a growing America, it seems clear that the Federal Government will have to increase and extend substantially its support of higher education. Not only need, but also propriety point to this conclusion, for a very substantial proportion of the benefits from higher education accrue to the nation and society at large, not to any one individual or set of individuals. Hence, as college-going becomes the normal pattern for more than half the college-age population, it is fitting that the nation at large, through the Federal Government, assume an increasingly significant proportion of the institutional costs of higher education....Moreover, the Federal tax structure is far and away the most equitable and productive system of revenues in the nation...its revenues increase automatically as the nation's Gross National Product grows.**

In recognition of these factors, it is clear that the Federal Government has already accepted a major responsibility to help higher education provide, not only for increased numbers of college students, but for an increased proportion of the college-age population. This policy is expected to continue.

---

*Unpublished paper of Gerhard Henricksen, Vice President for Finance, Duke University, 1968.

**The Association of American Universities, The Federal Financing of Higher Education, 1968, pp. 14-15.

The Federal Government has long been directly involved in the support of higher education, especially since the passage of the Morrill Act of 1862 which led to the creation of land-grant colleges and universities. Until the 1940's this involvement affected relatively few institutions and comparatively small sums. Federal aid to higher education intensified in the years following World War II; in the 20-year period 1948-1968, federal support increased 25 times. Today the Federal Government provides the following types of financial assistance to college students or directly to the institutions of higher education:

1) loans and grants to institutions for the construction of research or instructional facilities and the purchase of research or instructional equipment;

2) loans to institutions for the construction of housing and other facilities for students;

3) transfers of surplus real property to institutions;

4) grants to institutions in support of research in specified fields;

5) grants to institutions in support of specified instructional programs and to strengthen the so-called developing institutions;

6) grants to institutions in support of community activity and service and continuing education;

7) financial assistance to students through loans, fellowships, veterans benefits, subsistence allowances and other forms of subvention; and

8) appropriations to share with the states the costs of instruction, research, and extension services in agriculture, the mechanic arts, English, mathematics, science, economics, and certain aspects of teacher training.

More than 15 federal departments and agencies are involved in providing the several types of financial assistance to higher education under a variety of legislation and executive orders. No federal program provides general unrestricted aid to institutions of higher education. Federal funds are intended to supplement rather than supplant other funds available to institutions of higher education. Many of the programs therefore carry stipulations for various amounts of matching funds.

Federal programs are selective and categorical in nature, in that they are usually designed for specific programmatic purposes or to give financial assistance to students. Only the National Science Foundation, the National Institutes of Health, and in limited areas, the Department of Defense have experimented with general institutional grants. All funds are awarded only after the submission of proposals or applications on the part of individual institutions.

The Federal Government does not select particular institutions for support as institutions; it makes grants instead to those institutions which possess faculty and staff deemed to be most competent to carry on specific activities in specified fields. For these institutions to qualify for federal funds, they must already have the basic staff, facilities, and organization (the initial competence) to undertake the federal project. Thus a receiving college or university has already "shared the cost" of any project for which it receives federal aid. Under these circumstances, funds for each type of federal activity in higher education have tended to be concentrated in a small percentage of the colleges and universities in the country; the National Defense Education Act (NDEA) student loan program involves the largest number of institutions, about 1,400. Although almost half of the colleges awarding the master's degree as their highest degree have received some federal assistance, federal aid programs classified as research, or education and training, generally have been concentrated chiefly in those institutions awarding the doctorate. Public and private institutions participate almost equally in federal programs in higher education.

By far the largest amount of federal financial support for higher education over the years has been for research. The Federal Government now spends some $17.5 billion annually on research and development, of which about 10 percent goes to colleges and universities in support of basic research and related programs in graduate education in the natural sciences, in engineering, and in the health professions. In fiscal 1967 North Carolina public senior institutions received $17.6 million in federal funds for sponsored research (see Table XX).

Recently federal programs have placed increased emphasis on the construction of academic facilities. Since the passage of the Higher Education Facilities Act in 1963 (funding did not actually begin until fiscal 1965), a total of $2.24 billion has been obligated for construction on American college and university campuses. In North Carolina, through fiscal 1968, 103 different projects had been funded under Title I of the Act (undergraduate academic facilities) totaling $35,880,885 of which $13,815,069 was allocated to public senior institutions, $10,668,000 to public community colleges, and $11,397,816 to private junior and senior colleges; four projects under Title II of the Act (graduate academic facilities) totaling $3,229,604 ($1,730,536 to public institutions); and 18 projects under Title III (loans for academic facilities) totaling $6,403,000 ($861,000 to public institutions). See Appendix M for a detailed analysis of these grants and loans.

Federal support of instructional programs has also increased in amount and scope. In fiscal year 1967 a total of $12,274,031 was received by the public senior institutions in North Carolina for this purpose.

While in fiscal 1967 only $824,769 in federal funds was listed (Table XX) as revenue by public senior institutions for student aid, the 1968 amendments to the several higher education acts emphasize student aid, particularly aid in identifying and supporting disadvantaged students who show potential; larger amounts for this purpose will probably be forthcoming in the future.

In the academic year 1966-67, total current fund income for all public and private institutions of higher education in North Carolina came to $301,589,000, of which $51,884,000 ($31,477,000 for research and $20,407,000 for other purposes), or 17 percent, was from federal sources. In the same year total current fund income for public institutions in North Carolina amounted to $182,127,000, of which $31,379,000 ($17,600,000 for research and $13,779,000 for other purposes), or 17 percent, was from federal sources (see Table XX). Federal funds for higher education have increased considerably in the past few years.

Looking ahead, it is probable that the Federal Government will increasingly become a major partner in the financing of higher education in America. Congress has extended all the major forms of aid to educational programs through mid-1971, has increased the spending limits in some of them to twice the present levels, and has extended the scope of most of the programs. Implementation, of course, will depend on the willingness of Congress to follow these authorizations with appropriations. The needs of higher education in recent years have kept federal spending levels close to authorized levels, however, despite the war in Vietnam. There is no reason to believe the pressure of the needs of higher education will diminish.

Moreover, in response to dissatisfaction widely expressed over the nation concerning the heavy concentration of federal funds in a relatively limited number of institutions, it is likely that there will be more insistence by Congress that programs be developed to distribute funds more widely geographically and to a larger number of institutions that show promise.

On Section II of Chapter XI on Private Higher Education we discussed the possibility that federal funds may lead to undesirable federal controls, reviewed the past experience of the institutions in this regard to the effect that such controls have not been unreasonable to date, and mentioned some suggestions which have been made concerning ways through which federal funds might best be distributed in the future. The American Council on Education in a recent report has recommended substantial increases in federal assistance to institutions of higher education. Specific recommendations are that the Federal Government assume responsibility for supplying the bulk of capital funds for college and university expansion, that it increase categorical aid for research and expensive health programs, and that it provide broad, unrestricted "block grant" support of institutional operations. Possible formulas for distributing unrestricted support to the institutions are currently being considered by the Council.*

The Southern Regional Education Board, the Education Commission of the States, and the Carnegie Commission on the Future of Higher Education are also giving attention to these matters.* The states also have a responsibility to participate, more than has been typical in the past, in suggesting both additional areas which would benefit from federal financial assistance and the best methods that might be used in putting such assistance to best use.

---

*See Robert L. Farrell and Charles J. Anderson, _General Federal Support for Higher Education: An Analysis of Five Formulas_, 1968, 71 pages.

Whatever formulas and programs are in fact adopted, there is clear agreement that the Federal Government will pay an increasing portion of the cost of higher education in the United States. Higher education in North Carolina expects to share proportionately in any increased support made available by the Federal Government for these purposes.

---

*See monograph published by the Carnegie Commission: Ronald A. Wolk, Alternative Methods of Federal Funding for Higher Education, 1968, 261 pages.

CHAPTER XV

FUTURE SYSTEM OF PUBLIC HIGHER EDUCATION

North Carolina has reason to be proud of what it has achieved in higher education. From the opening of the nation's first state university in Chapel Hill in 1795, through the succeeding 173 years, the citizens of the state, by their taxes and gifts and by providing understanding and moral support, have encouraged improvements in higher education and extended its benefits to ever-increasing numbers. North Carolinians have recognized that an educated populace is the key to progress. Citizen support of education, perhaps more than any other single factor, has gained for the state its reputation for excellence. Legislators and governors have reflected the wishes of the citizenry in providing essential leadership. Throughout the long history of public support of education there have been crises, but citizens who knew the importance to the state of higher education have consistently rallied to its support, brought it through difficult times, and moved it forward.

Today North Carolina has a sound system of higher education in concept. The four tiers of the pyramid of post-high school education, with the community colleges and technical institutes providing the broad base, the four-year colleges and the regional universities providing the next two tiers, and the Consolidated University at the apex, provide a total system which should continue to meet North Carolina's needs. The system parallels a framework found in an increasing number of states. Within this framework the diverse post-high school educational needs of every citizen in the state can be met. The concept is consistent with the goal of providing "open access" to educational benefits according to the differing abilities and motivations of the students. This well-conceived system must be preserved and strengthened.

While recognizing the achievements of the past and the strengths to be found in the present system, we must recognize with equal frankness the fact that in many areas of higher education improvement is desperately needed. In previous chapters we have sought to pinpoint some specific problems and have included recommendations to correct them. One of the most significant needs of all, and one that is a key to the solution of many of the problems, is to develop an administrative structure that is adequate to the present-day size and complexity of higher education.

Chapter III on the Present System of Higher Education in North Carolina describes existing administrative arrangements and reveals numerous overlapping functions of state agencies. The present administrative machinery has evolved piecemeal over the years in response to pressing needs. This study reveals that public higher education in North Carolina today lacks cohesiveness and logic in its administrative structure. All the other major activities of state government--e.g., public education, health, welfare, justice, and highways--are subject to some effective measure of central control, but the administration of higher education is diffused among many agencies and among 16 institutions.

Governments at all levels have been reorganizing their administrative structures, and the need to overhaul state-level administration of higher education is not unique to North Carolina. States over the entire nation have given particular attention to the creation, through their constitutions or by statute, of special agencies to plan, coordinate, and administer higher education. It is apparent that "most states believe that educational policy should be made by an agency whose primary concern is education, and that such an agency should be composed of appointed lay members who are charged with organizing formal approaches toward planning for allocations of resources, expansion of facilities, and program determinations."*

As Chapters III and XIV point out, statewide policy for higher education in North Carolina is formulated in part by the Board of Higher Education, in part by the educational institutions, and in part by a number of other state agencies, but most importantly, it is formulated through budget decisions and recommendations to the Legislature made by the Advisory Budget Commission and the Department of Administration. Conflicting policies often result because so many institutions and agencies are involved. Furthermore, the information provided to the many agencies by the institutions often varies in detail and completeness. Such coordination as has occurred has come about primarily as a by-product of the process of budget preparation and administration.

The experience of other states makes it clear that a single research and planning agency with authority to coordinate is desirable for a number of reasons. First, a single agency has proved to be the most effective way to provide coordination in the sense of developing among institutions objectives which are agreed upon and which, though they cannot always represent the complete aspirations of individual institutions, are in the best interest of the state as a whole. Not only does coordination assist in achieving agreement on objectives, it also reveals unnecessary duplication and exposes unmet needs. It protects the quality of existing programs, and through planning and economic use of resources, it fosters development of quality in other programs. Most important of all, coordination tends to promote equity within the system.

---

*Charles H. White, "Trends and Issues in Statewide Coordination," The Educational Record, Summer 1968, p. 325.

There is a second reason why many states have found a single agency with real planning and coordinating authority to be desirable. Only where there is a single agency is there assurance that planning on a statewide basis will be achieved. Perhaps no better illustration of the need for statewide planning can be found than in North Carolina itself. In the spring of 1966, when the long-range planning effort was first undertaken by the Board of Higher Education, none of the 16 public senior institutions had developed an in-depth long-range plan. When their long-range plans were completed, the enrollment projected for 1975 by the public senior institutions came to a total of 13,000 students in excess of the statewide projection of needs (see Chapter IV). Library needs were greatly underestimated by most institutions (see Chapter VIII). New dormitories and classroom facilities were requested where, if national norms have any validity, there already may be construction existing or authorized beyond the amount needed in 1975 (Chapter XIII). More serious unmet needs for student financial aid exist than were known previously (Chapter XII). These examples do not necessarily reveal deficiencies in institutional research; rather they illustrate the need for statewide information, analysis, and coordination.

Comparable situations, often previously unrecognized, were found to exist in other states when a statewide approach was first taken. It has been the experience of other states that problems of this nature are more readily discovered and solutions more easily found when research and planning are concentrated in a single agency which is also an effective coordinating group. Such an agency, in its recommendations, can achieve a balance among the understandable special interests of the various institutions and, at the same time, help the Governor and Legislature see the total statewide picture.

The Governor, legislators, and others who have the responsibility for making decisions which affect the entire state wish to be fair to the institutions and to the various areas of the state, but often equity is not done because of inadequate information. The lack of adequate and reliable information in North Carolina has contributed--to select only a few examples--to the inequities among libraries and among faculty salaries, to the inequities in administrative staffing, to the state's failure to meet the needs of students for financial aid,and to support medical and paramedical education adequately. State officials in the future must have better information on a continuing basis to guide them on public policy decisions and appropriations.

There is a pressing need in North Carolina for a "total information system" which collects the required data and provides the information necessary to set public policy and allocate appropriations on an equitable basis. This need is discussed in detail in Chapter XIV. It can best be met when a single agency is made responsible and is provided the resources necessary to gather all the information required.

A third reason other states have found a single planning and coordinating agency desirable is that, where budget preparation, review, and administration are located in such an agency, it is possible to achieve more nearly the equity, flexibility, and accountability which the institutions and the system need (see Chapter XIV). The general experience is that effective coordination requires review of institutional budget requests. Such a budget review is often strongly opposed by the institutions, for they see it as no more than an additional hurdle to be crossed before appropriations can be secured from the Legislature. The experience of many states, however, is that the best way to insure progress toward the objectives that have been agreed upon for the whole system is for the total higher educational budget (preserving the integrity of institutional budgets) to be presented by the planning and coordinating agency to those persons in the state who have responsibility for reviewing budget requests from all departments and agencies. In North Carolina this group is the Advisory Budget Commission, which in turn makes recommendations on the entire budget of the state to the Governor and Legislature. The other major areas of government in North Carolina achieve coordination largely through the mechanism of the presentation to the Advisory Budget Commission of a single budget request.

In the field of higher education the one effective planning and coordinating agency in the state is the Consolidated University. The key to its success is that it is required to review the budgets of its component institutions and submit a single budget and that it has the authority to see that this is done. If budget review and a single budget request are appropriate for the four units of the Consolidated University, should they not be considered for all 16 institutions? It should be noted that we are discussing only planning and budget and program coordination, not the other powers of the Board of Trustees of the Consolidated University.

Four functions are most often associated with effective state-level administration of higher education: research, planning, coordination, and (closely related to coordination) budget review. In North Carolina the Board of Higher Education performs only the first two of these functions, and these are shared with various other agencies. The Board lacks authority to coordinate and is excluded from meaningful budget review.

Major changes in the administrative system in North Carolina are required if the Governor, the Legislature, and the Advisory Budget Commission are to be provided with the information they require and with recommendations which will permit them to assign priorities among the state's needs on a rational basis. The question is: What structural arrangement is best for North Carolina? An examination of the experience of other states with various types of coordinating arrangements may be helpful.

Three distinct trends are discernible. The first planning and coordinating agencies resulted from combining boards of trustees of several public institutions into one statewide board of control with complete authority tc govern all the institutions. The Georgia Board of Regents is an example of this type of organization. No new statewide boards of control have been created since 1940, in part because of opposition to vesting total authority in a single agency and a single board of trustees or regents.

In a number of states voluntary coordination was attempted, but even in small states with few institutions it has not proved successful.

Since World War II, in the majority of states, planning and coordinating agencies have been established to provide research and to make policy recommendations. Increasingly the same agency reviews budgets of individual institutions and performs statewide planning, coordinating, and administrative functions. The creation of agencies of this type is due to the "ease of establishment by state legislation, to their desirability in the eyes of the institutions when compared to a single governing board [Board of Regents], and to the improvement in quality of professional staffs and the resultimg improvements in practices of coordinating agencies. Existing institutions and [their separate] governing boards continue to operate. The coordinating board attempts to provide order and planning either by regulating directly certain phases of operations such as programs and budgets, or by advising the governing boards, legislature, and governor of desirable courses of action, or by both means."*

The rationale for such coordinating agencies has been succinctly expressed in a recent study:**

> At one extreme, it is claimed that any coordination, other than that voluntarily undertaken by the institutions themselves, deprives the latter of their autonomy and prevents them from achieving excellence in education. At the other, tough-minded politicians are insisting that if colleges and universities are going to demand vast and increasing amounts of public funds, they must become more sensitive to the public interest and, if necessary, surrender important powers to centralized planning and coordination. There are many in the middle, however, who would argue that while a certain lessening in the complete independence of colleges and universities may result from state planning and coordination, the essential attributes of autonomy can be retained under a 'good' system....The facts of life are, then, that coordination is and will continue to be a reality.
>
> The role of a coordinating board or agency may appear to be strictly one of arbitration or mediation, but it extends much further. Its principal legal duty is the adoption of a formal approach to master planning for improving educational quality and for expanding programs and faculties. As a concept, master planning is even newer than the creation of the agencies authorized to develop a plan and keep it

---

*Lyman A. Glenny, "State Systems and Plans for Higher Education," Emerging Patterns in American Higher Education, edited by Logan Wilson, 1965, p. 91.

**White, op. cit., pp. 329-330.

> current. Appearing in the newer laws as a keynote for the functioning of state coordinating agencies, comprehensive master plans must first establish long range goals, then must implement them by a process of determining policies and programs of governmental action. The underlying assumption of centralized planning is that all institutions in a state cannot serve all functions of higher education equally well and that there must be a division of labor. In essence, it is a process of deciding how the duties and responsibilities should be divided and for what purposes.
>
> ...The crucial need in higher education planning is for useful criteria by which to set priorities for educational objectives. The establishment of priorities implies that educational decision making involves a choice among alternative actions and programs that can be compared in some way with each other.
>
> Recognizing their own limitations, legislatures generally assign to coordinating agencies the task of recommending public policy for higher education. The responsible exercise of that power to plan, to expand, to determine, and to recommend necessarily takes from both the universities and the state authorities a valued traditional function.... The important issue related to every aspect of coordination is the amount and type of control a board should have over institutions. A board having too much controlling power infringes upon the responsibility of governing boards and administrators, but one having too little power cannot provide effective coordination...(underlining added).

The fact that North Carolina created the Board of Higher Education to "plan and coordinate" indicates recognition of the importance of these functions. The agency's history since 1955, however, shows that it cannot effectively perform these functions under the present statutes.

It is the view of the Board of Higher Education that if the research, planning, coordination, budget review, and administrative functions now spread among many state agencies can better be performed by the creation of a new agency, or by the absorption of the functions of the Board of Higher Education and other agencies into an agency which already exists, then that is the course the state should follow. The continuation of the

Board of Higher Education as a specific state agency is of no relevance if the necessary functions can be better performed elsewhere.

The crucial question in North Carolina is whether the state desires an administrative system which includes a single state agency with sufficient authority both to plan and coordinate.* If the answer is in the affirmative, the next question is how much authority should be delegated to such an agency and in what areas?

The Board has met several times during the past months with the Council of Presidents of public senior institutions and with most presidents individually. The presidents were asked to advise the Board on the best future administrative system for higher education including the role of the Board itself. The Council of Presidents as yet has not agreed on specific recommendations to the Board.

After weighing the alternatives, we recommend that the General Assembly create a single agency to plan and coordinate higher education, with authority to review budgets and to prepare a single budget request for higher education, and that the higher educational planning and coordinating functions of several existing agencies be transferred to the single agency. The Board of Higher Education stands ready to develop plans for the implementation of this recommendation with the consultation and advice of the Governor, members of the General Assembly, representative administrative heads of institutions, and representatives of other state agencies affected and of the public at large. Whatever time is required should be spent in this effort, and ample provision should be made for full public discussion prior to the submission of recommendations to the Legislature.

---

*To "coordinate," as used here, means to reconcile programs of study and phases in the development of the state institutions of higher education in the context of the best interest of the state as a whole.

In the next few months the Board of Higher Education will formally establish an Advisory Committee consisting of the presidents and chancellors of the public senior institutions and representative presidents of private institutions. This Committee will give the Board information and advice on a broad range of subjects.

The Board believes that by and large the roles assigned to the various institutions by statute are appropriate and adequate to the present needs of the state. The statutory statements of purpose of four of our institutions, however, Elizabeth City State College, Fayetteville State College, Pembroke State College, and Winston-Salem State College, do not accurately reflect the present programs of the institutions nor are they broad enough to express the program needs of the state. While we do not, for the foreseeable future, anticipate a need for graduate instruction in the liberal arts and sciences at the four-year colleges, nor for professional programs at the graduate level, we believe that the statement of purpose should be the same for these institutions and that a broad statement will have the advantage of serving their needs indefinitely.

We therefore recommend that the 1969 General Assembly amend the statutes to read that the primary purpose of all four-year public senior colleges be:

> To provide undergraduate instruction in the liberal arts and sciences, to prepare teachers, and to undertake such other undergraduate, graduate, and professional programs as are deemed necessary to meet the needs of the state. The educational programs of each institution shall be subject to the approval of the North Carolina Board of Higher Education, consistent with appropriations made therefor.

One additional change in statutory definition should be made. North Carolina College at Durham, offering instrucion in the liberal arts and sciences through the master's degree, as well as professional programs, has educational responsibilities comparable to those of the regional universities. We believe it appropriate that North Carolina College be made a regional university.

We therefore recommend that the 1969 General Assembly designate North Carolina College at Durham as a regional university.

Several federal programs pertaining to higher education require administration at the state level. Two of these are administered by the Board of Higher Education, and several are administered by other agencies. The concentration of the administration of these various programs in the Board of Higher Education, at the same time maintaining such advisory commissions for the programs as may be needed, would help avoid duplication and overlapping, would improve communications, and would be a step toward a more efficient statewide system of higher education.

We recommend that the Board of Higher Education be assigned responsibility for administration of all federal programs in higher education which require administration by a state agency, except those which are required by law to be administered by another state agency.

We recommend, in conclusion, that the 1969 General Assembly address its attention specifically to the needs of the state in higher education which have been identified in this report.

CHAPTER XVI

SUMMARY OF GOALS AND RECOMMENDATIONS

Eleven major goals of higher education, which are discussed in detail in Chapter II, are listed below, followed by specific recommendations that appear in the remaining chapters of this report. The 118 recommendations are listed in the sequence in which they appear in the text, and not in any order of priority. To aid the reader wishing to refer to the full discussion concerning each recommendation, the page in the report on which the recommendation appears is indicated.

GOALS OF HIGHER EDUCATION

1. To help the individual achieve self-fulfillment (p. 11).

2. To produce the qualities and skills which society needs (pp. 11-12).

3. To provide opportunity for education beyond the high school for all (pp. 11-12).

4. To cultivate diversity within the system of higher education (p. 12).

5. To develop an efficient state system of higher education (p. 13).

6. To encourage and support research (p. 14).

7. To protect essential freedoms in institutions of higher education (p. 14).

8. To provide opportunities for the continuing education of adults (p. 15).

9. To use the resources of higher education in the search for solutions to urgent community problems (p. 15).

10. To nurture the continuing development of strong dual systems of public and private higher education (p. 16).

11. To raise the standards of excellence throughout higher education (pp. 16-18).

RECOMMENDATIONS

Enrollments

1. State policy concerning future enrollments of specific public senior institutions should be based on statewide projections (p. 44).

2. State policy should be established to distribute the public enrollment pool among specific institutions in such a way as to assure that optimum use is made of existing resources (p. 44).

3. All public senior institutions in North Carolina should maintain higher admissions standards for out-of-state students than for in-state students, and each institution should further increase tuition differentials between in-state and out-of-state students (pp. 47, 332).

4. Each public senior institution of higher education should adopt admissions policies which will limit out-of-state undergraduate student enrollment to not more than 20 percent of total undergraduate enrollment (p. 49).

5. Graduate and professional students should be excluded from any quotas established for out-of-state students (p. 49).

6. The technical institutes, the public and private colleges and universities, the State Department of Community Colleges, the State Department of Public Instruction, the State Board of Education, and the Board of Higher Education should join forces in a major statewide effort to reduce attrition and salvage dropouts at all levels; to this end, a statewide longitudinal attrition study should be initiated, which would provide valuable data on when and under what circumstances career decisions are made. Such a study would follow students for a span of six to eight years, from the twelfth grade through and shortly beyond their college years (p. 50).

Admissions

7. The Board of Higher Education, the State Department of Community Colleges, the North Carolina Association of Collegiate Registrars and Admissions Officers, the North Carolina Association of Junior Colleges, and the North Carolina Association of Colleges and Universities should join forces to explore the feasibility of establishing an Educational Opportunities Information Center. The basic purpose of this Center would be to assist in putting high school students who desire to continue their education in touch with institutions that are seeking students. Such a Center would be an information service only (p. 57).

8. Policies concerning the admission of transfer students in senior colleges, as recommended by the Joint Committee on College Transfer Students of the North Carolina Association of Colleges and Universities, the State

Board of Education, the North Carolina Association of Junior Colleges, and the State Board of Higher Education, should be as follows (pp. 59-60):

a) Performance in a junior college transfer program is the best single predictor of success in a four-year institution and therefore should count most heavily in the admissions decision.

1) Junior college students who are ineligible to enter a four-year institution at the freshman level because of poor high school records should not be denied admission as transfer students on these grounds. It is recommended that the original college consider use of standardized tests, given at end of the third or beginning of the fourth semester or sixth quarter, to guide those students seeking entrance to another institution.

2) Aptitude and achievement test scores may be useful to counselors as supplementary information in assisting junior college students to make wise decisions about transfer. However, applicants who qualify for transfer on the basis of their grades in junior college should not be denied admission solely on the basis of test scores.

3) Except in unusual circumstances, students entering two-year institutions should complete their program at the original institution.

b) Senior colleges should consider all grades earned by the prospective transfer. Acceptance or rejection of courses passed with a grade of "D" should be at the discretion of the receiving institution. Transfers from junior or senior colleges should be able to transfer at least one-half the hours required for graduation.

c) Students with satisfactory records seeking to transfer from institutions not accredited should be accepted provisionally by the senior institution pending satisfactory completion of at least one full semester's work.

d) Colleges and universities with varied policies in regard to admissions clearances and required deposits should adopt a uniform policy. Admission notices should be mailed as students' records are cleared and no deposits should be required prior to April 1.

9. The recommendations of the Joint Committee on College Transfer Students concerning general education programs in the academic disciplines (biological sciences, English, foreign languages, humanities, mathematics,

physical sciences, and social sciences) should be adopted as policy with reference to improving articulation between two-year and senior institutions (p. 60 and Appendix J).

Institutional Policy and Administration

10. Each college and university should give continuing attention to both formal and informal orientation of all trustees, not limited to those who have been recently appointed or elected; and each institution should put in writing the duties and responsibilities of its trustees, as set forth in the statutes or the charter and as supplemented by actions of the trustees themselves, and make copies available to each current and prospective trustee (p. 66).

11. Because of inadequacies in administrative staffing that continue to exist and because of inequities among comparable institutions,

a) wide variation in administrative organization should be eliminated in institutions comparable in size, academic programs, and statutory functions;

b) certain new administrative positions should be funded by the General Assembly in the smaller institutions in order to minimize the necessity of using faculty members in the performance of administrative functions on a part-time basis;

c) funds should be provided by the General Assembly to permit adequate staffing in such developing administrative areas as student financial aid and student counseling; and

d) variations within and among institutions in salary ranges for positions with similar responsibilities should be eliminated (pp. 74-75).

12. In reference to the desirable and proper role of faculty in policy-making,

a) all institutions should adopt the "Statement on Government of Colleges and Universities," jointly formulated and issued by the American Association of University Professors, the American Council on Education, and the Association of Governing Boards of Universities and Colleges;

b) the provisions of this Statement should be applied in the institutions, and action should be taken, where this has not already been done, to develop structures which will define areas of responsibility as well as areas of influence, and such structures should be made known to all concerned; and

c) the public colleges and universities should appoint faculty advisory committees to communicate the interests and concerns of faculty members to the administrations and to the boards of trustees (p. 79 and Appendix I).

13. Each college and university in North Carolina should reexamine its present policies and procedures and establish new ones where needed to insure that the concerns of students are properly reflected in decisions which affect them; and that the policies and procedures be recorded in the minutes of the board of trustees and published for the benefit of all concerned (p. 84).

Academic Degree Programs

14. All public institutions and state agencies concerned, in the interest of economy and of maintenance of high quality, should cooperate to prevent unnecessary duplication of academic programs and to insure that new programs are undertaken only when there is clear need and only in conformity with the letter and spirit of the applicable statutes (p. 105).

15. All general-purpose senior colleges and universities should offer, to the extent their resources will permit, a broad spectrum of baccalaureate programs in mathematics, the physical and biological sciences, the social sciences, and the humanities and fine arts. In addition, individual institutions should provide bachelor's degree programs in selected special areas depending on the career interests of the students and the needs of the community and state. The role of the Board of Higher Education with reference to new bachelor's degree programs in public institutions is to assure that the programs are consistent with the institution's functions as defined by the General Assembly and that the proposed programs are developed in the light of total institutional resources and of offerings available elsewhere (p. 106).

16. At the master's degree level it should be state policy for different institutions to emphasize different disciplines or different specialties within disciplines in order to provide the necessary range of programs with minimum duplication, maximum economy, and the highest possible quality. In considering master's degree program proposals, both the institutions and the Board of Higher Education should take into account the following factors, in addition to those applicable to bachelor's degree proposals:

a) the relationship of the proposed degree program to the institution's baccalaureate program--in general, master's degree programs should be extensions of baccalaureate programs, utilizing in part common curricula and faculty, and the same library and laboratory facilities;

b) the availability of a similar program at another institution in the state, or outside the state through the student contract program of the Southern Regional Education Board; and

c) the possibility of offering the programs in cooperation with one or more other graduate institutions. A recent survey of interinstitutional cooperation in North Carolina's colleges and universities shows that undergraduate education has been the chief focus of cooperative activities. Little graduate interinstitutional cooperation is discernible. Its full potential should be explored whenever a master's degree program is proposed (p. 107).

17. The statutory responsibility for program development at the doctoral level is that of the University of North Carolina. The Board of Higher Education is responsible for evaluating the University's recommendations for doctoral programs and for indicating additional needs that may have been overlooked. Where a need is established, the Board should help obtain the necessary resources. Consideration should, of course, be given to the availability of similar programs in the private universities in the state and elsewhere, and to the possibility of interinstitutional cooperation. The University should also assure that there is no unwarranted duplication among its own campuses (pp. 107-108).

18. Plans for expansion of the medical school of the University of North Carolina should be fully implemented as soon as possible, and because of the urgent need for additional physicians, the General Assembly should consider making appropriations sufficient to accelerate the University's timetable for this expansion (p. 109).

19. Because of the high costs involved in building new medical and dental schools and because existing schools can be greatly expanded, the preparation of physicians and dentists should be concentrated, at least through 1975, at the University of North Carolina at Chapel Hill (p. 109).

20. The General Assembly should provide the support necessary to permit the expansion of allied health science facilities at the University of North Carolina at Chapel Hill, and to expand or initiate paramedical programs at several of the other public senior institutions in order to prepare desperately needed personnel in those areas (p. 110).

21. The law school at the University of North Carolina at Chapel Hill should undertake immediately an aggressive effort to enroll sufficient numbers of Negro students so that there will be produced annually at least as many Negro law graduates as North Carolina College has produced in recent years, preferably more; in order to accomplish this objective the Legislature should fund such remedial instruction as may be required and make available special student financial aid in the form of grants to be awarded on the basis of need (p. 115).

22. On the assumption that the law school of the University of North Carolina will be able to show during the next two years that, through special efforts, it can enroll substantial numbers of Negro students, the 1971 General Assembly should adjust the budget to begin the phasing out of the separate law school at North Carolina College; this phasing out should be completed by June 30, 1974, under plans made by the administrations of the two institutions

with full participation of the law school administrators and faculties; no entering class should be enrolled at North Carolina College law school beyond the one to enter in the fall of 1971; and the operation of a separate law school at North Carolina College should be concluded with the graduation of that class in 1974 (p. 115).

23. Between now and 1974 the state should undertake to see that the law school at North Carolina College has adequate support despite the fact that, if the recruiting efforts of the University of North Carolina are successful, the North Carolina College law school will be discontinued (p. 115).

24. The proportion of out-of-state students in the entering class of the North Carolina College law school should be limited to no more than 25 percent in 1969 and subsequent years (p. 115).

25. Beginning in 1971 the University of North Carolina at Chapel Hill and North Carolina College should consider ways in which best use might be made of the law faculties and facilities of the two institutions, including the possibility of using the facilities located at North Carolina College for a legal aid clinic, for continuing legal education, or for the presentation of courses in the law curriculum which may be of special interest to persons in other academic fields at North Carolina College (pp. 115-116).

26. If the foregoing recommendations concerning legal education are not implemented, the state should make a major effort to support and dramatically strengthen the law school at North Carolina College toward making it actually equivalent, insofar as possible, to the law school at the University of North Carolina at Chapel Hill (p. 116).

Accreditation

27. All North Carolina institutions should seek and maintain accreditation by the regional accrediting association and also by all appropriate and recognized professional accrediting organizations. The General Assembly should make available sufficient resources to enable the public institutions to achieve these objectives (p. 124).

28. Any professional program which the state authorizes and funds should be of sufficient quality to meet the minimum standards required for specialized accreditation. Whenever a program cannot meet those standards, it should either be provided the additional support necessary or consideration should be given to discontinuing it (p. 124).

Extension and Continuing Education

29. The state should finance non-contract, off-campus instruction for college credit on the same basis as on-campus instruction for college credit is financed, beginning with the 1969-71 biennium (p. 129).

Interinstitutional Cooperation

30. Each college should consider carefully the possibility of cooperation with other institutions as a means of improving quality and expanding services economically; institutions located near other institutions, as in Charlotte, Durham, Greensboro, Raleigh, and Winston-Salem, have special advantages due to proximity, but no college in North Carolina is more than an hour's drive from at least one other, and all can benefit from interinstitutional cooperation (p. 144).

31. Public institutions should work closely with private colleges and universities in mutually beneficial ways; the cooperative arrangement among the six public and private institutions in Raleigh under which each contributes or purchases services from others, results in educational enrichment as well as economy for all the institutions and should be emulated, where feasible, by other colleges and universities (p. 144).

32. The larger universities, public and private, which have the greater resources, should actively seek cooperative relationships with smaller and developing institutions; not only will such joint efforts help the smaller colleges, but the universities will also benefit, often in unexpected ways (p. 144).

33. North Carolina should,through contracts with the Southern Regional Education Board, continue its participation in the student exchange program and investigate the possibility of entering into contracts in additional areas where it would be advantageous to the state to do so (p. 146).

Libraries

34. As immediate objectives, the annual book, periodical, and binding budgets should be increased to $1,200,000 at UNC-Chapel Hill, $1,090,000 at NCSU, $640,000 at UNC-Greensboro and UNC-Charlotte, $490,000 at East Carolina, $540,000 at Western Carolina, $450,000 at Appalachian State, $360,000 at North Carolina College, and $200,000 at NCA&T. At the four-year colleges the annual book, periodical, and binding budgets should be increased in amounts ranging from $120,000 to $150,000 depending upon the needs of the particular institution. This recommendation should have top priority in meeting library needs (p. 170).

35. A ratio between student enrollment and overall library support should be established and used to guide both the General Assembly and the institutions in planning their library budgets. A per capita amount of not less than $100 is recommended. Financial support to each public college and university library should not be allowed to fall below that level, or 5 percent of the total general educational budget of the institution, whichever sum is greater (p. 171).

36. Further analysis of book and salary expense ratios in individual library budgets should be made to determine whether one or the other category is disproportionately high or low, and remedial action taken where necessary (p. 171).

37. Inflationary costs should be regularly taken into account in the preparation of library budgets (p. 171).

38. The stature of the library of the University of North Carolina at Chapel Hill should be maintained and improved and support sufficient to increase its holdings to a minimum of 2,350,000 volumes by 1975 should be provided (p. 171).

39. At the other major public institution offering a broad range of doctoral programs, North Carolina State University, immediate steps should be taken to strengthen the library in all aspects, and to bring its holdings up to a minimum of 1,150,000 volumes by 1975 (p. 171).

40. The libraries of the other two campuses of the University of North Carolina, at Greensboro and Charlotte, should attain holdings of at least 800,000 volumes and 500,000 volumes respectively by 1975 (p. 171).

41. The four regional universities and North Carolina College, institutions offering programs through the master's degree, should develop library collections in excess of 400,000 volumes as soon as possible, with larger collections as the demands of enrollment and the complexity of academic offerings indicate (pp. 171-172).

42. The state's senior four-year college libraries should be supported to the end that each has a collection of not less than 130,000 volumes by 1975 (pp. 162, 172).

43. If sufficient support is provided in accordance with Recommendation 34 above, each four-year institution should plan to subscribe to no fewer than 1,000 current, well-selected periodicals annually by 1975, and institutions offering graduate work should adhere to the Clapp-Jordan formula for periodical subscriptions (p. 172).

44. Institutions not presently designated as depositories for Federal Government publications should make application to be added to the official list (p. 172).

45. Each public senior institution, recognizing that numbers of books only do not make an adequate library, should constantly evaluate its library holdings; and in building a collection suited to its academic programs the library staff should work cooperatively with faculty members, using standard lists prepared by specialists, to improve the quality of its holdings (p. 172).

46. The ratio of clerical to professional staff should be increased in a number of libraries in order to free librarians for professional duties; the recommended ratio is two clerical staff members for each professional librarian (p. 172).

47. The ratio of professional librarians to enrollment should be raised to the recommended ratio of one professional librarian to every 300 students (pp. 156, 172).

48. Library seating should be brought up to a minimum of 25 percent of student enrollment in all public colleges and universities as soon as possible (p. 173).

49. Steps should be taken immediately in the libraries on some campuses, and in the near future on others, to relieve shortages in book storage space (p. 173).

50. The administration, faculty, and library staff of each public senior institution cooperatively should undertake a study to determine the extent to which library resources are being utilized and to seek additional ways of stimulating their use (p. 173).

51. While building strong basic library collections appropriate to its institutional purpose, each public college and university should explore the possibility of closer cooperation with other libraries (p. 173).

52. A study should be initiated as soon as possible to determine the feasibility of a central research library facility to serve the entire state. Its purpose would be the centralized and economical storage of little-used materials for the benefit of students, scholars, and general researchers and the circulation of materials on demand by means of rapid delivery service from the central facility. The study should involve all interested groups, including librarians, college and university administrators, faculty members, and representatives of both public and private institutions and of such professional organizations as the North Carolina Library Association (p. 173).

Preparation of Faculty

53. It should be public policy that all public institutions shall at least meet the minimum faculty standards for regional accreditation; that all institutions, particularly those offering graduate instruction, make every effort to achieve levels of excellence above the minimal standards for accreditation; and that the General Assembly appropriate sufficient funds to implement these recommendations (p. 176).

Recruitment of Faculty

54. Each institution, through the joint efforts of administration and faculty, should develop a comprehensive policy statement on recruitment, with procedures designed to insure the orderly and aggressive recruitment of qualified faculty (p. 181).

55. Since travel for interviews and attendance at professional meetings are necessary for the implementation of an effective faculty recruitment program, funds should be appropriated to each institution to provide specifically for these purposes (p. 181).

Faculty Appointment, Promotion, and Rank

56. Because of the need for written procedures, a statement concerning faculty appointment, promotion, and rank should be formulated and adopted by each institution, with appropriate faculty, administration, and trustee participation. The statement should

a) state the policies of the institution as they relate to appointment, reappointment, nonreappointment, promotion, and rank;

b) set forth procedures and criteria on which appointment, reappointment, nonreappointment, promotion, and rank are based;

c) provide for the handling of grievances or infractions of established policies; and

d) provide for regular review and evaluation of established policies and procedures.

When such comprehensive policies have been established, they should be made known to all members of the academic community and to other interested parties (pp. 183, 185).

57. In order for rank to carry dependable meaning, the following minimum qualifications for each rank should be established as public policy uniformly applicable throughout the public senior institutions (p. 185):

a) Instructor: An earned master's degree in the appropriate field of study, or at least the equivalent of a master's degree in an approved doctoral program.

b) Assistant Professor: An earned master's degree or the equivalent in the appropriate field of study plus the satisfactory completion of an additional year of study toward the next higher degree or mark of distinction in the field, and at least two years of successful teaching experience or the equivalent; or the earned doctorate in the field of specialization.

c) Associate Professor: An earned doctorate in the appropriate field of study and at least five years of professional experience or the equivalent.

d) Professor: An earned doctorate in the appropriate field of study and at least eight years of professional experience or the equivalent.

In rare instances, particularly in the case of an associate or full professor, qualifications as to education and experience may be presented that faculty peers adjudge to be the equivalent of the above qualifications. In such instances, the board of trustees of the institution, upon recommendation of the president, should consider appointing the individual to the rank deemed appropriate (p. 185).

58. The General Assembly should provide funds to establish distinguished professorships in the public senior colleges and regional universities similar to the 15 "University Professors" now funded by the state at annual salaries of $25,000 on campuses of the University of North Carolina (p. 185).

59. Institutional statements of policy on faculty should not overlook the significant roles of visiting faculty, adjunct professors, and special or part-time lecturers (p. 185).

Academic Freedom, Responsibility, and Tenure

60. The landmark 1940 Statement of Principles on Academic Freedom and Tenure of the American Association of University Professors and the Association of American Colleges, which has been formally adopted by more than 65 regional and national learned societies and professional organizations in higher education, should be adopted by all public senior institutions in North Carolina (p. 187).

61. Each institution, using the 1940 Statement cited above as the guide, should establish a committee of administrators and faculty a) to study and make recommendations concerning tenure policy and procedures with respect to eligibility, probationary requirements, adequate cause for dismissal, appropriate procedures, and related matters and b) to hear individual cases involving questions of tenure and to make recommendations for action (p. 188).

62. Policies on academic freedom and tenure, when developed by each institution and after approval by its board of trustees, should be made known to all parties concerned (p. 188).

Faculty Leaves of Absence

63. A plan for sabbatical leaves should be formulated with the participation of the Board of Higher Education, identifying various other types of leave, and establishing criteria for leave, including eligibility requirements and an obligation to return after leave (p. 190).

64. Statewide policies concerning sabbatical and other types of leaves of absence should be adopted (p. 190).

65. Each institution should establish internal procedures to implement state policies that may be adopted (p. 190).

66. State funds should be appropriated to institutions to support sabbatical leaves and other leaves of absence for study or research (p. 190).

67. A uniform sick leave policy should be developed by the State Personnel Department in cooperation with the Board of Higher Education for faculty and all other institutional employees not covered by the State Personnel Act (p. 190).

Faculty Workload

68. There should be developed, through objective analysis, a comprehensive measure of faculty workload; in the interim faculty positions should be allotted to the public senior institutions on the basis of the following student-teacher ratios (full-time equivalent student per full-time equivalent teacher): 15:1 at the undergraduate level, 12:1 at the master's degree level, and 6:1 at the doctoral level, with ratios for certain professional schools developed separately (p. 192).

69. Maximum teaching loads at all public senior institutions should be established as follows: undergraduate--(teaching only) 12 semester or quarter hours per term with no more than six separate course preparations per year; and graduate--(teaching only) 9 semester or quarter hours per term, (teaching and research) 6 semester or quarter hours per term (p. 193).

Faculty Compensation

70. Comparable salary averages, by rank, should be established for institutions with comparable functions--specifically, faculty salaries at Elizabeth City State College, Fayetteville State College, Pembroke State College, and Winston-Salem State College should be upgraded to those at the other four-year public colleges; and salaries at North Carolina Agricultural and Technical State University and North Carolina College at Durham should be made comparable to those at the other five-year public institutions (pp. 194-195).

71. In the 1969-71 biennium average faculty salaries at the University of North Carolina at Chapel Hill should be brought up to the top quartile of salaries at comparable universities (p. 197).

72. In the 1969-71 biennium average faculty salaries at North Carolina State University should be increased to the national average, and they should be further increased during the 1971-73 biennium to the top quartile of salaries at comparable institutions (p. 197).

73. Faculty salaries at all other public senior institutions should be increased to the national averages in their respective categories during the 1969-71 biennium, and to the top quartile in the 1973-75 biennium (p. 197).

74. In addition to the establishment of new base lines for faculty salaries at all institutions as suggested above, annual increments should be appropriated sufficient to maintain the institutions at the recommended national levels (p. 198).

Faculty Retirement

75. Faculty members and key administrative personnel at public institutions of higher education should be given the option of participating in either the Teachers Insurance and Annuity Association of America or the North

Carolina Teachers and State Employees Retirement System; where the former system is chosen, the state should make contributions equal to those it would make if the latter system had been chosen (p. 200).

76. Statutory provision should be made for the director of higher education to be a member of the Board of Trustees of the North Carolina Teachers and State Employees Retirement System (p. 200).

Traditionally Negro Colleges

77. The traditionally Negro public institutions of higher education should be continued in a form and with a spirit quite different from anything they have known in the past. This recommendation is valid only if sufficient support is provided to enable them to be transformed radically (pp. 206, 207).

78. Each institution should reexamine its curriculum and other activities to eliminate unnecessary duplication and to insure continuing relevance to needs (p. 215).

79. Each institution should continue or undertake major, ongoing programs of remedial and compensatory education for entering students with inadequate preparation (p. 215).

80. In order to raise the general level of performance, each college or university should undertake vigorous recruitment of able students, raise admissions standards, insist upon high standards for graduation, and plan for the next few years to hold enrollment at approximately the current level (p. 216).

81. Each institution should choose one or more academic areas in which to be notably strong and map plans for achieving this strength (p. 216).

82. Each institution should make every effort to obtain the staff and faculty which it will require, realizing that unless this is done it cannot achieve the dramatic changes in level and quality of work which are needed (p. 216).

83. The General Assembly should make it possible for the traditionally Negro public institutions in the next biennium, not only to reach the level of faculty compensation which comparable white public institutions have reached, but also to reach national averages in appropriate categories; further that the General Assembly should make available sufficient funds for additional administrative staffing, for faculty recruitment, for remedial and compensatory education, and for special projects of curriculum enrichment (p. 216).

84. All institutions in the state should actively recruit students, black and white, who have had educational disadvantages but who appear to have the ability to do college work, and the institutions should provide remedial and compensatory education and special counseling as needed.

To the extent that the institutions can succeed in finding promising students and in bringing them up to college level, they will have helped in the solution of a pressing social problem and will have the satisfaction of knowing that they have salvaged valuable human talent for society. Every institution in North Carolina should undertake such a program. The community colleges and technical institutes, being inexpensive and accessible to commuting students, are particularly well fitted to help in a large way with this important task (pp. 217-218).

85. North Carolina State University and Fayetteville State College should initiate soon one or more study groups, in cooperation with the staff of the Board of Higher Education, designed to see that the most efficient use is made of the educational resources in the Fayetteville area (p. 219).

86. The University of North Carolina at Chapel Hill and North Carolina College at Durham should undertake as soon as possible, in cooperation with the staff of the Board of Higher Education, a review of their programs in order to make the most efficient and effective use of the state's resources (p. 219).

87. Elizabeth City State College and the College of the Albemarle, in cooperation with staff members of the Board of Higher Education and of the State Department of Community Colleges, should review their programs to see how each can assist and complement the other and how the state's resources can be more efficiently used in that area (p. 219).

88. Each of the predominantly Negro public institutions and each of its academic departments should review the existing cooperative arrangements with other colleges and universities and explore creatively the possibility of developing further interinstitutional cooperation (p. 220).

Private Higher Education

89. The maintenance of strong dual systems of private and public higher education is in the state's best interest. Optimum use should be made of all resources in higher education, and public policy should be developed with that end in mind (pp. 223, 260).

90. Consideration should be given to providing state assistance to private higher education in North Carolina. To this end the Board of Higher Education, with the cooperation and assistance of the private institutions of higher education, will undertake a study of how best to implement such a program and will submit recommendations to the Governor and the General Assembly for consideration during the 1971 Legislative Session. This study will be coordinated with the recommended study of the need to establish a statewide student assistance program (p. 261).

Student Financial Aid

91. Each public senior institution should increase the staff of its financial aid office to meet minimum standards for an institution in its

category (Appendix R) and the General Assembly should make sufficient funds available for this purpose (p. 273).

92. The State Personnel Department should review salary ranges of the financial aid directors, and of the other staff members of financial aid offices, in order to bring the ranges in line with national levels; and the institutions, taking into account the experience and competence of the individuals involved, should make appropriate adjustments in salaries (p. 274).

93. In all public senior institutions the position of director of student financial aid should be a full-time position and the director should not be encumbered with unrelated additional administrative duties (p. 274).

94. All public institutions should adopt a common method of determining reasonable family contributions to education; the use of a standard form by all institutions would help insure uniform and equitable treatment of applicants for aid (p. 274).

95. The public senior institutions, as well as the other colleges and universities in the state,should consider the adoption of the "Statement of Principles" on student financial aid of the College Scholarship Service Assembly and the use of this statement as a guide in the development of institutional policies and practices concerning financial aid (p. 274).

96. The public senior institutions, in cooperation with private colleges and universities and two-year colleges in the state, should attempt to arrive at generally acceptable definitions of scholarships, grants, loans, student employment, self-supporting students, and other terms frequently used in administering financial aid (p. 274).

97. As a matter of public policy, the opportunity for a college education should not be a class, racial, or economic privilege (p. 286).

98. Programs of student financial aid, without regard to subject matter or field, in North Carolina should be substantially strengthened and expanded, including increased appropriations for scholarships in the public colleges and universities (p. 286).

99. The 1969 General Assembly should authorize a Special Commission, composed of legislators and other distinguished citizens a) to study the creation of a statewide student assistance program, applicable to North Carolina residents who attend public and private colleges in North Carolina and b) to make recommendations to the 1971 General Assembly for funding at that Session. Institutional financial aid officers and the staffs of the Board of Higher Education and other state agencies which now administer specialized student aid programs would assist the Study Commission as appropriate (p. 286).

Facilities

100. In order to utilize facilities fully and to encourage summer enrollment, appropriations for summer enrollment should be provided on the same

per capita basis as for the regular terms, in lieu of the partial state support now available for summer sessions (p. 297).

101. In order to encourage maximum use of facilities, at least a limited number of dormitories and instructional facilities should be air conditioned (p. 297).

102. A public policy determination should be made regarding the number of students to be enrolled, statewide and by institution; a determination should be made concerning the optimum proportion of students to be housed by institutions, in publicly owned residence halls, and additional dormitory space should then be authorized at those institutions where a clear need can be demonstrated. In the absence of a statewide policy regarding enrollment, the amount of dormitory space which is authorized at a given institution will be a major determinant of institutional size and of admissions standards as well. Therefore, additional authorization of dormitories in public senior institutions should be carefully evaluated in the light of new developments in student housing patterns and on the basis of state policy regarding the optimum growth and size of public senior institutions (pp. 305, 307).

Financing

103. High priority should be given to the development of a "total information system" which will enable adequate and reasonable estimates of total needs to be prepared. The Board has requested supplementary "B" Budget appropriations for this purpose. Such a system, when completed, will enable those charged with decision-making to carry out their responsibilities on the basis of full and complete data. It will make possible in-depth studies of comparative costs of instruction and other basic matters which relate to the state's needs and make the most advantageous use of the state's resources in higher education. With such an information system it will be possible to achieve equity and to improve accountability, which should go far in assuring that funds will be properly employed (pp. 323-324, 329).

104. Careful study should be given to the possible conversion of the present strict "line item" system to a system which would place emphasis upon program costs rather than upon objects of expenditure. Such a conversion would not be practical without qualified program-oriented managers at all levels, without a vigorous campaign of re-education for all persons involved in budgeting, without better methods of evaluation of results than presently exist, or without the provision of sufficient time for implementation (p. 329).

105. "A" Budget allocations for continuation of existing programs, when based on program or formula budgeting, should be made to the institutions with greatly increased flexibility given trustees as to how those funds may be employed (p. 329).

106. The portion of "B" Budget allocations which constitute funds to operate new degree programs not previously authorized should be placed in a "reserve fund" and allocated to the institutions after program approval. In order for the Board of Higher Education to carry out its statutory responsibility to approve new degree programs of the public senior institutions, only academic programs already approved by the Board of Higher Education should be funded in institutional budgets. A general allocation for new programs instead should be made to a "reserve fund" for allocation to the institutions upon approval of specific proposals for new programs, using criteria employed by the Advisory Budget Commission and the General Assembly when funding similar existing programs. This procedure would a) provide flexibility to permit unanticipated but needed programs to be funded, b) encourage the discontinuance of outmoded programs, and c) assure that appropriations are not diverted improperly from existing programs to finance new ones. Precedent for this approach is found in the College Work Study Program, offices of institutional research, and special assistance to Negro colleges, funds for which are now administered through the Board of Higher Education, subject to the approval of the Advisory Budget Commission (pp. 329-330).

107. "C" Budget (capital improvements) allocations should continue to be made according to present procedures, pending further study. More accurate and dependable information on which to base decisions is required, however, if equity in allocations is to be achieved (p. 330).

108. In recognition of the fact that there is a considerable differential between total educational costs and what an out-of-state student pays in tuition and fees, tuition for out-of-state students should be raised effective with the 1970-71 academic year to $700 at the public senior colleges and $850 at the University of North Carolina and the regional universities. Based on a continuation of the current percentage of out-of-state students, and the estimated enrollment projected for 1970-71, these changes would result in $2.65 million in increased annual institutional revenues (p. 332).

109. Tuition (including uniformly applicable fees) should be set at a standard amount in all public senior institutions in North Carolina, effective with the 1970-71 academic year. If legislative action is necessary to permit this to be accomplished on a statewide basis, the statutes should be amended to that effect by the 1969 General Assembly (p. 332).

110. For studies of instructional costs, the necessary data collection, storage, and retrieval should be funded as a part of the "total information system" (p. 333).

111. Because of the high cost of instruction at the graduate level and the importance of improving the quality of current programs, new graduate programs should be established only a) after need has been demonstrated, b) after priorities have been established, and c) after existing programs have been adequately supported (p. 336).

112. The Board of Higher Education does not at this time have recommendations concerning state policy with reference to the self-liquidation of dormitories and other auxiliary facilities. The Board will invite representatives of the public and private institutions, and of the financial community, to join with it to explore the possibility of developing an optimum program for the construction of dormitories and related facilities in North Carolina (p. 342).

Future System of Public Higher Education

113. If the research, planning, coordination, budget review, and administrative functions now spread among many state agencies can better be performed by the creation of a new agency, or by the absorption of the functions of the Board of Higher Education and other agencies into an agency which already exists, that is the course the state should follow. The continuation of the Board of Higher Education as a specific state agency is of no relevance if the necessary functions can be better performed elsewhere (pp. 359-360).

114. The General Assembly should create a single agency to plan and coordinate higher education, with authority to review budgets and to prepare a single budget request for higher education, and the higher educational planning and coordinating functions of several existing agencies should be transferred to the single agency. The Board of Higher Education stands ready to develop plans for the implementation of this recommendation with the consultation and advice of the Governor, members of the General Assembly, representative administrative heads of institutions, and representatives of other state agencies affected,and of the public at large. Whatever time is required should be spent in this effort, and ample provision should be made for full public discussion prior to the submission of recommendations to the Legislature (p. 360).

115. The 1969 General Assembly should amend the statutes to read that the primary purpose of all four-year public senior colleges be "to provide undergraduate instruction in the liberal arts and sciences, to prepare teachers, and to undertake such other undergraduate, graduate, and professional programs as are deemed necessary to meet the needs of the state. The educational programs of each institution shall be subject to the approval of the North Carolina Board of Higher Education, consistant with appropriations made therefor." For the foreseeable future, no need for graduate instruction in the liberal arts and sciences at the four-year colleges, nor for professional programs at the graduate level, is anticipated; the statement of purpose, however, should be the same for these institutions which will have the advantage of serving their needs indefinitely (p. 361).

116. As North Carolina College at Durham is a five-year institution with educational programs comparable to those of the regional universities, the 1969 General Assembly should designate North Carolina College as a regional university (p. 362).

117. The Board of Higher Education should be assigned responsibility for administration of all federal programs in higher education which require administration by a state agency, except those which are required by law to be administered by another state agency (p. 362).

118. The 1969 General Assembly should address its attention specifically to the needs of the state in higher education which have been identified in this report (p. 362).

APPENDICES

APPENDICES

Page

A. Board of Higher Education Publications Since January 1966 389

B. Studies Undertaken by the Board of Higher Education Since January 1966 as Background for the Long-Range Planning Report in North Carolina 393

C. North Carolina Colleges and Universities, Their Chief Administrative Officers (Fall 1968), and Their Enrollments (Fall 1967) 397

D. North Carolina General Statutes, Article on State Board of Higher Education 401

E. North Carolina General Statutes, Statutory Purposes and Functions of Each Public Senior Institution of Higher Education in North Carolina 407

F. Procedures for Submission by Institution and Evaluation by the Board of Higher Education of New Degree Program Proposals of Public Senior Institutions of Higher Education in North Carolina 411

G. Academic Freedom and Tenure, 1940 Statement of Principles 417

H. Joint Statement on Rights and Freedoms of Students 419

I. Statement on Government of Colleges and Universities 423

J. Articulation Guidelines Approved by the Joint Committee on College Transfer Students, November 1967 429

K. State Scholarship Programs 439

L. The States and Private Higher Education 445

M. North Carolina's Participation in the Higher Education Facilities Act of 1963 for Fiscal Years 1965-68 453

N. Directors of Institutional Research at Public Senior Institutions of Higher Education in North Carolina 461

O. Advisory Committees, Long-Range Planning Studies 463

Appendices (Continued) Page

P. Consultants and Contracts, Long-Range Planning Studies 465

Q. Principles of Financial Aid Administration 467

R. Recommended Staffing Patterns of Student Financial Aid Offices 469

S. Summary of Federal and State Student Aid Contributions in North Carolina Colleges and Universities During the 1967-68 Academic Year 471

T. Definition of Out-of-State Students in North Carolina Public Colleges and Universities 473

U. The Standards for Notice of Nonreappointment 477

V. Statement on Procedural Standards in Faculty Dismissal Proceedings 479

W. Texas Coordinating Board Statement on Academic Freedom, Tenure, and Responsibility 483

X. Long-Range Plans of the University of North Carolina for the Expansion of the Medical School 487

Y. Nursing Education in North Carolina 495

Z. Staff of the Board of Higher Education 497

APPENDIX A

BOARD OF HIGHER EDUCATION PUBLICATIONS SINCE JANUARY 1966

SPECIAL REPORTS

North Carolina Board of Higher Education Biennial Report, 1965-67 (January 1967) 151 pages
Board of Higher Education Report on the Desirability of Elevating East Carolina College to Independent University Status (March 1967) 164 pages
Board of Higher Education Interim Report and Recommendations (March 1967) 39 pages
State Supported Traditionally Negro Colleges in North Carolina (May 1967) 80 pages
Facts and Views: North Carolina Colleges and Universities (August 1968)
Planning for Higher Education in North Carolina (November 1968)
The Role of the Trustee in Higher Education (Scheduled for publication, December 1968)
Proceedings of Articulation Studies Conferences Sponsored by the Joint Committee on College Transfer Students (Scheduled for publication, December 1968)
North Carolina Board of Higher Education Biennial Report, 1967-69 (January 1969)

RESEARCH REPORTS

Faculty Compensation: A Study of Salaries and Fringe Benefits in North Carolina Colleges and Universities, Fall 1965 (January 1966) 29 pages
A Manual for Determination of In-State and Out-of-State Residence Status of Students in North Carolina Public Institutions of Higher Education (June 1967) 24 pages
Nursing Education in North Carolina - Today and Tomorrow (December 1967) 126 pages
College Enrollments and Projections in North Carolina (May 1968) 107 pages
Statistical Abstract of Higher Education in North Carolina, 1967-68 (April 1968) 123 pages
A Report on the Development of a System for Analysis of Instructional Space Utilization at the Public Senior Institutions of Higher Education in North Carolina (April 1968) 85 pages
Libraries in North Carolina Public Senior Colleges and Universities: Present Status and Future Needs (Scheduled for publication, November 1968)
Interinstitutional Cooperation in North Carolina Colleges and Universities (Scheduled for publication, December 1968)
The Use of Television in Instruction in North Carolina Public Senior Colleges and Universities (Scheduled for publication, December 1968)
An Analysis of Financial Aid Programs, Operations, and Resources in the Public Senior Institutions of Higher Education in North Carolina (Part I) (Scheduled for publication, January 1969)
Accreditation of North Carolina Colleges and Universities (Scheduled for publication, February 1969)
Extension and Community Services Program in North Carolina Colleges and Universities (Scheduled for publication, February 1969)
Overlap in Student Admissions Among North Carolina Colleges and Universities (Scheduled for publication, March 1969)

HIGHER EDUCATION IN NORTH CAROLINA (Newsletters)

North Carolina Computer Orientation Project (June 30, 1966) 4 pages
Joint Effort to Aid the Transfer Student (July 26, 1966) 4 pages
Community Service and Continuing Education Programs (August 5, 1966) 4 pages
Guaranteed Reduced Interest Student Loan Program in North Carolina (August 12, 1966) 4 pages
Joint Effort to Improve Nursing Education (November 25, 1966) 4 pages
Colleges and Universities in North Carolina (January 9, 1967) 6 pages
North Carolina's System of Higher Education (February 10, 1967) 4 pages
The Planning and Coordination of Higher Education in North Carolina (March 10, 1967) 8 pages
Undergraduate Transfers in North Carolina Senior Colleges and Universities, Fall 1966 (March 24, 1967) 4 pages
Summary of Important 1967 General Assembly Actions Affecting Higher Education (July 28, 1967) 12 pages
Community Service and Continuing Education Programs (August 10, 1967) 6 pages
Desegregation of North Carolina Colleges and Universities, Fall 1966 (August 25, 1967) 4 pages
Efforts to Improve State-Supported Traditionally Negro Colleges (November 24, 1967) 6 pages
Joint Committee Approves Articulation Guidelines (December 1, 1967) 12 pages
Colleges and Universities in North Carolina (December 31, 1967) 6 pages
Directory of Health Occupations Educational Programs in North Carolina (January 5, 1968) 16 pages
Out-of-State Student Quotas in Tax Supported Colleges (January 12, 1968) 8 pages
Desegregation of North Carolina Colleges and Universities, Fall 1967 (February 2, 1968) 4 pages
Foreign Students in North Carolina (February 16, 1968) 8 pages
Degrees Conferred by North Carolina Senior Colleges and Universities, 1966-67 (February 23, 1968) 12 pages
Undergraduate Student Transfers in North Carolina Colleges and Universities, Fall 1967 (March 1, 1968) 8 pages
Long-Range Planning for Higher Education in North Carolina (March 21, 1968) 6 pages
Community Service and Continuing Education Programs (April 25, 1968) 4 pages
Baccalaureate, Graduate and First Professional Degree Programs at Senior Colleges and Universities (April 25, 1968) 16 pages
North Carolina's Participation in the Student Contract Program of the Southern Regional Education Board (June 21, 1968) 8 pages
Goals of Higher Education in North Carolina (Scheduled for publication, December 2, 1968)
The Organizational Structure of Public Higher Education in North Carolina (Scheduled for publication, December 9, 1968)
Institutional Policies and Administration in Higher Education in North Carolina (Scheduled for publication, December 16, 1968)
Academic Degree Programs in North Carolina Colleges and Universities (Scheduled for publication, December 23, 1968)
Special Academic Areas in North Carolina Colleges and Universities (Scheduled for publication, January 2, 1969)
Libraries in North Carolina Colleges and Universities (October 31, 1968)

APPENDIX A

BOARD OF HIGHER EDUCATION PUBLICATIONS SINCE JANUARY 1966

SPECIAL REPORTS

North Carolina Board of Higher Education Biennial Report, 1965-67 (January 1967) 151 pages

Board of Higher Education Report on the Desirability of Elevating East Carolina College to Independent University Status (March 1967) 164 pages

Board of Higher Education Interim Report and Recommendations (March 1967) 39 pages

State Supported Traditionally Negro Colleges in North Carolina (May 1967) 80 pages

Facts and Views: North Carolina Colleges and Universities (August 1968)

Planning for Higher Education in North Carolina (November 1968)

The Role of the Trustee in Higher Education (Scheduled for publication, December 1968)

Proceedings of Articulation Studies Conferences Sponsored by the Joint Committee on College Transfer Students (Scheduled for publication, December 1968)

North Carolina Board of Higher Education Biennial Report, 1967-69 (January 1969)

RESEARCH REPORTS

Faculty Compensation: A Study of Salaries and Fringe Benefits in North Carolina Colleges and Universities, Fall 1965 (January 1966) 29 pages

A Manual for Determination of In-State and Out-of-State Residence Status of Students in North Carolina Public Institutions of Higher Education (June 1967) 24 pages

Nursing Education in North Carolina - Today and Tomorrow (December 1967) 126 pages

College Enrollments and Projections in North Carolina (May 1968) 107 pages

Statistical Abstract of Higher Education in North Carolina, 1967-68 (April 1968) 123 pages

A Report on the Development of a System for Analysis of Instructional Space Utilization at the Public Senior Institutions of Higher Education in North Carolina (April 1968) 85 pages

Libraries in North Carolina Public Senior Colleges and Universities: Present Status and Future Needs (Scheduled for publication, November 1968)

Interinstitutional Cooperation in North Carolina Colleges and Universities (Scheduled for publication, December 1968)

The Use of Television in Instruction in North Carolina Public Senior Colleges and Universities (Scheduled for publication, December 1968)

An Analysis of Financial Aid Programs, Operations, and Resources in the Public Senior Institutions of Higher Education in North Carolina (Part I) (Scheduled for publication, January 1969)

Accreditation of North Carolina Colleges and Universities (Scheduled for publication, February 1969)

Extension and Community Services Program in North Carolina Colleges and Universities (Scheduled for publication, February 1969)

Overlap in Student Admissions Among North Carolina Colleges and Universities (Scheduled for publication, March 1969)

Appendix A (continued)
Page 3

HIGHER EDUCATION IN NORTH CAROLINA (Newsletters continued)

Faculty in North Carolina Colleges and Universities (Scheduled for publication, January 9, 1969)
Private Higher Education in North Carolina (Scheduled for publication, January 16, 1969)
Student Financial Aid in North Carolina Colleges and Universities (Scheduled for publication, January 20, 1969)
Higher Education Facilities in North Carolina (Scheduled for publication, January 23, 1969)
Financing Higher Education in North Carolina (Scheduled for publication, January 30, 1969)
Student Costs in North Carolina Colleges and Universities (Scheduled for publication, February 6, 1969)

COLLEGE TODAY (Newspaper column)

Nursing Education Programs (August 4, 1966) 3 pages
Transferring from Junior to Senior College (December 5, 1966) 2 pages
State Funds for Scholarship Aid (May 3, 1968) 2 pages

BROCHURE

North Carolina Board of Higher Education (April 1968)

APPENDIX B

STUDIES UNDERTAKEN BY THE BOARD OF HIGHER EDUCATION SINCE JANUARY 1966 AS BACKGROUND FOR THE LONG-RANGE PLANNING REPORT IN NORTH CAROLINA

Higher Education in North Carolina
Goals of Higher Education in North Carolina
Interim Report and Recommendations
Planning and Coordination of Higher Education in North Carolina
Present System of Higher Education in North Carolina
Role and Scope of Each Senior Institution Including Optimum Size
Boards of Trustees of Senior Institutions With Specific Reference to Function, Duties, Responsibilities, Method of Selection, and Size of Board
Interinstitutional Cooperation Among North Carolina Public and Private Colleges
Significance of Federal Programs to Higher Education in North Carolina
Impact of Federal Legislation on Statewide Planning and Coordination of Higher Education in North Carolina
North Carolina and the Higher Education Act of 1965
Institutional Administration and Organization
General Statutes Creating the North Carolina Board of Higher Education as Amended Through 1965
Legislation Relating to the North Carolina Board of Higher Education and Its Functions, 1955-1967
Powers and Duties of the North Carolina Board of Higher Education
Legislation by the 1967 North Carolina General Assembly Affecting Higher Education
History of the North Carolina Board of Higher Education and Recommendations For Its Future Role in North Carolina Higher Education
Structure of Higher Education in Selected States
Trends in Statewide Structure of Higher Education
Academic Calendars and Scheduling Procedure
Desegregation of North Carolina Colleges and Universities, 1966-67, and annually
State-Supported Traditionally Negro Colleges in North Carolina
Regional Universities
Role of Private Colleges and Universities in North Carolina
Academic Programs in North Carolina Colleges and Universities, Fall 1967
Procedures to be Used by Board of Higher Education in Evaluation and Approval of New Degree Proposals
Academic Opportunities, Needs, Gaps, and Duplication (Undergraduate, Graduate, and Professional)
Studies of Education for Selected Professions (e.g., law, medicine, and Nursing)
Earned Degrees, 1960-1967, North Carolina and National, With Projections for North Carolina 1968-75
Libraries in North Carolina Colleges and Universities
Research in Tax-Supported Senior Colleges and Universities

Accreditation of North Carolina Public Senior Institutions
Instructional Costs of Public Senior Institutions for Fall 1966
Study of Budget Preparation and Administration
Current Operating Expenditures by Appropriate Systems of Classification (e.g., by Function and by Object)
Student Costs in North Carolina Colleges and Universities, 1967-68, With 1965-66 and 1966-67 Comparisons
Tax-Supported Institutional "A", "B", and "C" Budget Requests 1967-69
Expenditures and Receipts by Institution (Tax-Supported Senior) 1958-1969
1967 General Assembly Appropriations for Higher Education
Total Receipts of Tax-Supported Senior Institutions, 1965-67, With Implications For Total Cost of Higher Education in North Carolina
Determination of In-State and Out-of-State Student Residency
Quotas For Out-of-State Students in Tax-Supported Colleges and Universities
Application Fees Required by Tax-Supported Institutions in North Carolina
Space Available in North Carolina Colleges, July 1966 and annually
Multiple Applications and Admissions in North Carolina Colleges, Fall Term 1967 (Admissions Overlap Project)
Feasibility of Central Clearinghouse For Applications For College Admission
Financial Aid Available in North Carolina Colleges
A Study of Student Financial Aid in North Carolina
Guaranteed Student Loan Program in North Carolina
Origin and Destination of Transfer Students in North Carolina Junior Colleges, Fall 1966
Transfer Students of North Carolina Colleges and Universities, Fall 1967
Extension Credit and Non-Credit Enrollment in North Carolina Public Senior Institutions, 1966-67
Extension and Continuing Education in North Carolina Institutions of Higher Education
National Survey of Public Senior Institutions of Higher Education Concerning Classification, Tuition Charges, and Quotas of Out-of-State Students
Enrollment Projections of North Carolina Colleges and Universities, 1967-75
North Carolina College Student Migration, 1966-67 and annually
Academic Performance of Graduates of Public Colleges and Universities of North Carolina (by programs)
Factors Affecting Institutional Attrition
Admissions Requirements and Standards of North Carolina Colleges
Student Mix (Graduate, Undergraduate, In-State by County, Out-of-State by State), 1966-67 and annually
Policies and Practices for Interinstitutional Transfer of Students in North Carolina Colleges
Comprehensive Faculty Study Covering the Following Areas:
  a) Preparation of Faculty, Recruitment, Appointment, Reappointment, Promotion, and Rank
  b) Academic Freedom, Responsibility, and Tenure
  c) Leaves of Absence

Appendix B (continued)
Page 3

  d) Workload
  e) Compensation
  f) Retirement

Degree Origin of Teachers in North Carolina Public Senior Colleges and Consolidated University, 1965-66

Faculty Salaries in Public Colleges and Universities, 1967-68 With Comparative Salaries 1966-67

Administrative Salaries

Classroom and Laboratory Utilization by Public Colleges and Universities, Fall 1965

Facility and Space Utilization and an Inventory of Academic Space, Fall 1966

Space Utilization Study 1967-68

Development of a Computerized Data System for Higher Education Statistical Information (North Carolina Colleges and Universities)

Use of Educational Television in North Carolina Colleges and Universities

APPENDIX C

NORTH CAROLINA COLLEGES AND UNIVERSITIES, THEIR CHIEF ADMINISTRATIVE OFFICERS (FALL 1968), AND THEIR ENROLLMENTS (FALL 1967)

Name Location	Founded Type	Chief Administrator Title	Fall 1967 Enrollment* Total	Men	Women	Full-Time	Part-Time
		TAX-SUPPORTED INSTITUTIONS					
UNIVERSITY OF NORTH CAROLINA General Administration, Chapel Hill		William C. Friday President					
NORTH CAROLINA STATE UNIVERSITY AT RALEIGH	1887 Coed	John T. Caldwell Chancellor	10,845	9,573	1,272	8,619	2,226
UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL	1789 Coed	J. Carlyle Sitterson Chancellor	15,601	11,123	4,478	13,997	1,604
UNIVERSITY OF NORTH CAROLINA AT CHARLOTTE	1946 Coed	D. W. Colvard Chancellor	2,014	1,214	800	1,511	503
UNIVERSITY OF NORTH CAROLINA AT GREENSBORO	1891 Coed	James S. Ferguson Chancellor	5,365	645	4,720	4,281	1,084
Consolidated University Total			33,825	22,555	11,270	28,408	5,417
SENIOR COLLEGES AND REGIONAL UNIVERSITIES							
APPALACHIAN STATE UNIVERSITY Boone	1899 Coed	William H. Plemmons President	4,939	2,218	2,271	4,289	650
ASHEVILLE-BILTMORE COLLEGE Asheville	1927 Coed	William E. Highsmith President	691	407	284	431	260
EAST CAROLINA UNIVERSITY Greenville	1907 Coed	Leo W. Jenkins President	9,360	4,702	4,658	8,560	800
**ELIZABETH CITY STATE COLLEGE Elizabeth City	1891 Coed	Marion D. Thorpe President	955	386	569	903	52
**FAYETTEVILLE STATE COLLEGE Fayetteville	1877 Coed	Rudolph Jones President	1,159	432	727	1,091	68
**NORTH CAROLINA AGRICULTURAL AND TECHNICAL STATE UNIVERSITY Greensboro	1891 Coed	L. C. Dowdy President	3,930	2,439	1,491	3,586	344
**NORTH CAROLINA COLLEGE AT DURHAM Durham	1910 Coed	Albert N. Whiting President	3,086	1,165	1,921	2,856	230
NORTH CAROLINA SCHOOL OF THE ARTS Winston-Salem	1964 Coed	Robert E. Ward President	192	111	81	191	1
PEMBROKE STATE COLLEGE Pembroke	1887 Coed	English Jones President	1,495	969	526	1,480	15
WESTERN CAROLINA UNIVERSITY Cullowhee	1889 Coed	Alexander S. Pow President	3,965	2,354	1,611	3,509	456
WILMINGTON COLLEGE Wilmington	1946 Coed	William H. Wagoner President	1,222	763	459	1,109	113
**WINSTON-SALEM STATE COLLEGE Winston-Salem	1892 Coed	Kenneth R. Williams President	1,325	439	886	1,191	134
Senior Colleges and Regional Universities Total			32,319	16,385	15,934	29,196	3,123
MILITARY CENTERS							
FORT BRAGG (N. C. State Univ.) Fort Bragg	1965 Coed	Millard Burt Director	971	813	158	211	760
CAMP LEJEUNE (East Carolina Univ.) Camp Lejeune	1961 Coed	Edmond W. Limer, Jr. Director	450	378	72	53	397
CHERRY POINT (East Carolina Univ.) Cherry Point	1965 Coed	James A. McGee Director	344	297	47	31	313
SEYMOUR JOHNSON WAYNE COUNTY (East Carolina University) Goldsboro	1963 Coed	C. F. McKiever Director	220	169	51	24	196
Military Centers Total			1,985	1,657	328	319	1,666

NORTH CAROLINA COLLEGES AND UNIVERSITIES
THEIR CHIEF ADMINISTRATIVE OFFICERS (FALL 1968),
AND THEIR ENROLLMENTS (FALL 1967)

Appendix C (continued)
Page 2

Name Location	Founded Type	Chief Administrator Title	Fall 1967 Enrollment* Total	 Men	 Women	 Full-Time	 Part-Time
COMMUNITY COLLEGES							
CENTRAL PIEDMONT COMMUNITY COLLEGE Charlotte	1949 Coed	Richard H. Hagemeyer President	1,042	740	302	385	657
COLLEGE OF THE ALBERMARLE Elizabeth City	1961 Coed	Samuel B. Petteway President	459	325	134	286	173
DAVIDSON COUNTY COMMUNITY COLLEGE Lexington	1966 Coed	Grady E. Love President	374	283	91	252	122
GASTON COLLEGE Gastonia	1964 Coed	Woodrow B. Sugg President	801	517	284	427	374
ISOTHERMAL COMMUNITY COLLEGE Spindale	1966 Coed	Fred J. Eason President	202	132	70	125	77
LENOIR COUNTY COMMUNITY COLLEGE Kinston	1966 Coed	Ben E. Fountain President	477	326	151	370	107
ROCKINGHAM COMMUNITY COLLEGE Wentworth	1966 Coed	Gerald B. James President	399	279	120	200	199
SANDHILLS COMMUNITY COLLEGE Southern Pines	1965 Coed	Raymond A. Stone President	519	367	152	384	135
SOUTHEASTERN COMMUNITY COLLEGE Whiteville	1966 Coed	E. Phillip Comer President	445	278	167	357	88
SURRY COMMUNITY COLLEGE Dobson	1966 Coed	I. John Krepick President	266	142	124	168	98
***WAYNE COMMUNITY COLLEGE Goldsboro	1967 Coed	Clyde A. Erwin, Jr. President					
WESTERN PIEDMONT COMMUNITY COLLEGE Morganton	1966 Coed	Gordon C. Blank President	425	298	127	347	78
WILKES COMMUNITY COLLEGE Wilkesboro	1967 Coed	Howard E. Thompson President	170	105	65	131	39
Community Colleges Total			5,579	3,792	1,787	3,432	2,147
Tax-Supported Institutions Total			73,708	44,389	29,319	61,355	12,353
PRIVATE INSTITUTIONS							
SENIOR COLLEGES AND UNIVERSITIES							
ATLANTIC CHRISTIAN COLLEGE Wilson	1902 Coed	Arthur D. Wenger President	1,479	770	709	1,307	172
**BARBER-SCOTIA COLLEGE Concord	1867 Coed	Jerome L. Gresham President	450	104	346	429	21
BELMONT ABBEY COLLEGE Belmont	1876 Coed	Jude Cleary President	790	772	18	765	25
**BENNETT COLLEGE Greensboro	1873 Women	Isaac H. Miller, Jr. President	66	—	669	666	3
CAMPBELL COLLEGE Buie's Creek	1887 Coed	Norman A. Wiggins President	2,348	1,450	898	2,289	59
CATAWBA COLLEGE Salisbury	1851 Coed	Martin L. Shotzberger President	1,046	571	475	1,023	23
DAVIDSON COLLEGE Davidson	1837 Men	Grady E. Love President	1,003	994	9	979	24
DUKE UNIVERSITY Durham	1838 Coed	Douglas M. Knight President	7,445	5,340	2,105	7,028	417
ELON COLLEGE Elon College	1889 Coed	J. Earl Danieley President	1,454	998	456	1,319	135
GREENSBORO COLLEGE Greensboro	1838 Coed	J. Ralph Jolly President	668	165	503	651	17
GUILFORD COLLEGE Guilford	1837 Coed	G. T. Hobbs President	1,573	1,047	526	1,198	375

Name Location	Founded Type	Chief Administrator Title	Fall 1967 Enrollment*				
			Total	Men	Women	Full-Time	Part-Time
HIGH POINT COLLEGE High Point	1924 Coed	Wendell M. Patton President	1,355	702	653	1,154	201
**JOHNSON C. SMITH UNIVERSITY Charlotte	1867 Coed	R. P. Perry President	1,290	622	668	1,269	21
LENOIR RHYNE COLLEGE Hickory	1891 Coed	Raymond Bost President	1,305	622	683	1,283	22
**LIVINGSTONE COLLEGE Salisbury	1879 Coed	Victor J. Tulane Acting President	893	378	515	891	2
MARS HILL COLLEGE Mars Hill	1856 Coed	Fred B. Bentley President	1,324	716	608	1,295	29
MEREDITH COLLEGE Raleigh	1891 Women	E. Bruce Heilman President	860	—	860	836	24
METHODIST COLLEGE Fayetteville	1956 Coed	Stacy Weaver President	1,063	552	511	1,046	17
NORTH CAROLINA WESLEYAN COLLEGE Rocky Mount	1956 Coed	Thomas A. Collins President	670	347	323	624	46
PFEIFFER COLLEGE Misenheimer	1885 Coed	John O. Gross Acting President	936	502	434	906	30
QUEENS COLLEGE Charlotte	1857 Women	John E. Smylie President	819	—	819	813	6
SACRED HEART COLLEGE Belmont	1935 Women	Sister Mary Stephen, R.S.M. President	364	—	364	343	21
ST. ANDREWS PRESBYTERIAN COLLEGE Laurinburg	1961 Coed	Ansley C. Moore President	913	426	487	893	20
**SAINT AUGUSTINE'S COLLEGE Raleigh	1867 Coed	Prezell R. Robinson President	1,031	427	604	998	33
SALEM COLLEGE Winston-Salem	1772 Women	Dale H. Gramley President	590	2	588	553	37
**SHAW UNIVERSITY Raleigh	1865 Coed	James E. Cheek President	1,103	558	545	1,087	16
WAKE FOREST UNIVERSITY Winston-Salem	1834 Coed	James R. Scales President	3,163	2,331	832	3,023	140
WARREN WILSON COLLEGE Swannanoa	1894 Coed	Arthur M. Bannerman President	307	145	162	303	4
Senior Colleges and Universities Total			36,911	20,541	16,370	34,971	1,940
JUNIOR COLLEGES							
BREVARD COLLEGE Brevard	1934 Coed	E. W. Hardin, Jr. Chairman, Presidential Council	645	324	321	645	—
CHOWAN COLLEGE Murfreesboro	1848 Coed	Bruce E. Whitaker President	1,302	842	460	1,285	17
GARDNER-WEBB JUNIOR COLLEGE Boiling Springs	1905 Coed	E. Eugene Poston President	1,288	831	457	1,225	63
**KITTRELL COLLEGE Kittrell	1886 Coed	L. G. Horton President	276	157	119	276	—
LEES-McRAE COLLEGE Banner Elk	1927 Coed	Hawthorne C. Evans, Jr. President	624	427	197	620	4
LOUISBURG COLLEGE Louisburg	1787 Coed	Cecil Robbins President	700	442	258	685	15
MITCHELL COLLEGE Statesville	1853 Coed	John Montgomery President	543	291	252	507	36
MONTREAT-ANDERSON COLLEGE Montreat	1916 Coed	C. Grier Davis President	463	211	252	446	17
MOUNT OLIVE JUNIOR COLLEGE Mount Olive	1951 Coed	W. Burkette Raper President	385	218	167	380	5

NORTH CAROLINA COLLEGES AND UNIVERSITIES, THEIR CHIEF ADMINISTRATIVE OFFICERS (FALL 1968), AND THEIR ENROLLMENTS (FALL 1967)

Appendix C (continued)
Page 4

Name Location	Founded Type	Chief Administrator Title	Fall 1967 Enrollment*				
			Total	Men	Women	Full-Time	Part-Time
PEACE COLLEGE Raleigh	1857 Women	S. David Frazier President	379	—	379	376	3
ST. MARY'S JUNIOR COLLEGE Raleigh	1842 Women	Richard G. Stone President	354	—	354	354	—
SOUTHWOOD COLLEGE Salemburg	1875 Coed	Willard J. Blanchard President	346	283	63	344	2
VARDELL HALL Red Springs	1966 Women	Charlotte E. Hunter President	67	—	67	67	—
WINGATE COLLEGE Wingate	1896 Coed	Budd E. Smith President	1,568	1,052	516	1,550	18
Junior Colleges Total			8,940	5,078	3,862	8,760	180
THEOLOGICAL SEMINARY							
SOUTHEASTERN BAPTIST THEOLOGICAL SEMINARY Wake Forest	1951 Coed	Olin T. Binkley President	547	526	21	376	171
BIBLE COLLEGES							
JOHN WESLEY BIBLE COLLEGE Greensboro	1932 Coed	Rayford H. Methvin President	56	40	16	54	2
PIEDMONT BIBLE COLLEGE Winston-Salem	1945 Coed	Charles H. Stevens President	285	185	100	267	18
SOUTHERN PILGRIM COLLEGE Kernersville	1946 Coed	Clyde A. Parker President	111	73	38	104	7
Seminary and Bible Colleges Total			999	824	175	801	198
Private Institutions Total			46,850	26,443	20,407	44,532	2,318
GRAND TOTAL (PUBLIC AND PRIVATE)			120,558	70,832	49,726	105,887	14,671

*These figures represent total head-count enrollments. In case of community colleges enrollment, only college parallel students are included.

**Attended predominantly by Negroes.

***Authorized to become community college by 1967 General Assembly; no college students enrolled Fall 1967.

APPENDIX D

NORTH CAROLINA GENERAL STATUTES, ARTICLE ON STATE BOARD OF HIGHER EDUCATION

§ 116-154. Creation and Purpose. There is hereby created the North Carolina Board of Higher Education. The purpose of the Board shall be, through the exercise of the powers and performance of the duties set forth in this article, to plan and promote the development of a sound, vigorous, progressive, and coordinated system of higher education in the State of North Carolina. In pursuit of this objective the Board will seek the cooperation of all the institutions of higher education and of other educational agencies in planning a system of higher education that will serve all the higher educational needs of the State and that will encourage a high standard of excellence in all institutions composing the system, each operating under the direction of its own board of trustees in the performance of the functions assigned to it.

§ 116-155. Definitions. As used herein:

"Board" refers to the North Carolina Board of Higher Education.

"Higher education" refers to all educational and instructional curricula and services in the university system and the senior colleges.

"Institutions of higher education" and "such institutions" refer to all senior institutions of higher education now existing or hereafter established supported wholly or in part by direct appropriations of the North Carolina General Assembly.

"Senior Colleges" refers to all State supported four-year colleges, except the university system.

§ 116-156. Membership; Appointment, Term and Qualifications; Vacancies. The Board shall consist of fifteen citizens of North Carolina, one of whom shall be a member of the State Board of Education to be appointed by the Governor, eight of whom shall be appointed by the Governor to represent the public at large, but none of whom shall be officers or employees of the State, or officers, employees or trustees of the institutions of higher education, four of whom shall be selected by the Boards of Trustees of State supported senior colleges, and two of whom shall be selected by the Board of Trustees of the University, provided, no trustee member shall be a member of the General Assembly. The four senior colleges, whose trustees shall select one of their members as a Board member to serve for a two-year term, shall be selected by the Governor in such order of rotation as he may choose every two years; provided, that the right of selection of such Board member shall be rotated among all institutions equally.

Members of the Board other than the six selected by the Trustees of Institutions shall be appointed by the Governor for terms of six years, except that of the first Board appointed, three members shall serve for two years, three shall serve for four years and three for six years. Terms of all members of the first Board so selected shall commence July 1, 1965.

All regular appointments, except appointments to the first Board, shall be subject to confirmation by the House of Representatives and the Senate in Joint Session assembled. The Governor shall forward all such appointments, except those of the first Board, to the General Assembly before the fortieth legislative day of each Regular Session. The Governor shall, without such confirmation, appoint members to fill vacancies for unexpired terms.

Appointees to the Board shall be selected for their interest in and ability to contribute to the fulfillment of the purpose of the Board. All members of the Board shall be deemed members-at-large, charged with the responsibility of serving the best interests of the whole State.

§ 116-157. Chairman, Vice-Chairman and Secretary. The Board shall elect annually from among its members a chairman, vice-chairman, and a secretary.

§ 116-158. Powers and Duties Generally. The Board shall have the following specific powers and duties, in the exercise and performance of which it shall be subject to the provisions of Article 1, Chapter 143 of the General Statutes except as herein otherwise provided:

(1) The primary function of the Board of Higher Education shall be to plan and coordinate the major educational functions and activities of higher education in the State and to allot the functions and activities of the institutions of higher education in addition to the purposes specified in Articles 1 and 2 of Chapter 116 of the General Statutes. The Board shall not, however, allot to any senior college the right to award the doctor's degree. The Board shall give the Governor, the General Assembly and the various institutions advice on higher education policy and problems.

(2) In carrying out the duties prescribed in subsection 1 hereof and subject thereto, the Board shall determine the types of degrees which shall be granted by each of such institutions.

(3) The Board shall cause to be made such visits to the institutions as it shall deem necessary and proper in the performance of its duties.

Appendix D (continued)
Page 3

(4) The Board shall prescribe uniform statistical reporting practices and policies to be followed by such institutions where it finds such uniformity will promote the purpose of the Board.

(5) Subject to the provisions of subsection 1, all institutions included in the State System of Higher Education shall conform to the educational functions and activities assigned to them respectively; provided, that the Board shall not require any institution to abandon or discontinue any existing educational functions or activities, if, after notice and hearing, the institution is not in agreement with the decision of the Board, until such decision is first recommended to and approved by the General Assembly.

(6) Each institution shall furnish the Board a copy of its biennial budget requests and related data at the same time said requests are furnished to the Advisory Budget Commission. The Board shall review the institutional budget requests to determine whether the same are consistent with the primary purposes of the institution and with the functions and activities allocated to the institution by statute or by the Board. The Board shall concentrate on broad fiscal policy and avoid a line-by-line detailed review of budget requests. The Board shall advise the Advisory Budget Commission and the institution of any budget requests inconsistent with the purposes and allocated functions and activities.

(7) Any requests of an institution for transfers and changes as between objects and items in the approved budget of such institution and involving the establishment of new educational functions or activities shall be submitted to the Board of Higher Education for review to determine the compatibility of the request with the assigned functions of the respective institution.

(8) The Board shall possess such powers as are necessary and proper for the exercise of the foregoing specific powers, including the power to make and enforce such rules and regulations as may be necessary for effectuating the provisions of this Article.

§ 116-159. Board's Decision Subject to Approval by Director of Budget. The exercise of the powers conferred on the Board and its decisions of an educational nature shall be made by the Board within the limits of appropriated funds and fiscal availability.

§ 116-160. Hearings Concerning Proposed Action. Before final action is taken by the Board in the exercise of powers conferred by § 116-158, the presidents and such persons as they may designate shall, upon request, be granted an opportunity to be heard by the Board concerning the proposed action.

§ 116-161. Licensing of Institutions; Regulation of Degrees. (a) No educational institution created or established in this State after April 15, 1923, by any person, firm, or corporation shall have power or authority to confer degrees upon any person except as provided in this section.

(b) The Board of Higher Education, under such standards as it shall establish, may issue its license to confer degrees in such form as it may prescribe to an educational institution established in this State after April 15, 1923, by any person, firm, organization, or corporation; but no educational institution established in the State subsequent to that date shall be empowered to confer degrees unless it has income sufficient to maintain an adequate faculty and equipment sufficient to provide adequate means of instruction in the arts and sciences, or any other recognized field of learning or knowledge.

(c) All institutions licensed under this section shall file such information with the Director of Higher Education as the Board of Higher Education may direct, and the Board may evaluate any institution applying for a license to confer degrees under this section. If any such institution shall fail to maintain the required standards, the Board of Higher Education shall revoke its license to confer degrees, subject to a right of review of this decision in the manner provided in §§ 143-306 through 143-316.

(d) The State Board of Education shall have sole authority to administer and supervise, at the State level, the system of community colleges, technical institutes, and industrial education centers provided in chapter 115A, and shall regulate the granting of appropriate awards and marks of distinction by those institutions.

§ 116-162. Biennial Reports. The Board shall prepare and publish biennially a report to the Governor, the General Assembly, and such institutions setting forth the progress, needs and recommendations of the Board.

§ 116-163. Office Space; Director of Higher Education; Review of Actions of Director; Other Employees. In order to effectuate the provisions of this Article, the Board shall be furnished suitable quarters in Raleigh, and shall, subject to approval of the Governor, appoint a full-time Director of Higher Education. The salary of the Director of Higher Education shall be fixed by the Governor subject to the approval of the Advisory Budget Commission. The Director of Higher Education shall have training and experience in the field of higher education and shall be well qualified to serve as the Director of a State System of Higher Education as contemplated by this Article. The Director of Higher Education shall be responsible to the Board and shall perform such duties and exercise such powers as shall be prescribed by the Board. Any institution aggrieved by any action of the Director of Higher Education shall, upon request, be afforded an opportunity to be heard by the Board with respect thereto. The Board shall, within the limits of funds provided by law, appoint such professional staff members as shall be sufficient to carry out the provisions of this Article, whose salaries shall be fixed by the Governor subject to the approval of the Advisory Budget Commission, and such other necessary employees who shall be subject to the provisions of Article 2, Chapter 143 of the General Statutes.

§ 116-164. Compensation and expenses of members. Members of the Board shall receive no compensation for their services other than such per diem allowances and such allowance for travel expenses as shall be provided in each biennial Appropriation Act for such members.

§ 116-165. Necessary expenditures to be provided for in budget. The necessary expenditures of the Board shall be provided for in a budget subject to the terms of Article 1, chapter 143 of the General Statutes.

§ 116-166. Recommendations concerning employment of persons by institutions prohibited. No member or employee of the board shall make any recommendations concerning the prospective employment of any person by any of such institutions.

§ 116-167. Control over institutions by boards of trustees. The various boards of trustees of the institutions of higher education shall continue to exercise such control over the institutions as is provided by law, subject only to the North Carolina Board of Higher Education within the limits of its jurisdiction as herein specified. It is not intended that the trustees of such institutions shall be divested of any powers or initiative now existing with reference to the internal affairs of such institutions, except to the extent that same are affected by the Board's exercise of the powers and performance of the duties specified in this article.

APPENDIX E

NORTH CAROLINA GENERAL STATUTES, STATUTORY PURPOSES AND FUNCTIONS OF EACH PUBLIC SENIOR INSTITUTION OF HIGHER EDUCATION IN NORTH CAROLINA

UNIVERSITY OF NORTH CAROLINA

The University of North Carolina shall provide instruction in the liberal arts, fine arts, and sciences, and in the learned professions, including teaching, these being defined as those professions which rest upon advanced knowledge in the liberal arts and sciences; and shall be the primary State-supported agency for research in the liberal arts and sciences, pure and applied. The University shall provide instruction in the branches of learning relating to agriculture and the mechanic arts, and to other scientific and to classical studies. The University shall be the only institution in the State system of higher education authorized to award the doctor's degree. The University shall extend its influence and usefulness as far as possible to the persons of the State who are unable to avail themselves of its advantages as resident students, by extension courses, by lectures, and by such other means as may seem to them most effective. (G.S. 116-15)

EAST CAROLINA UNIVERSITY, APPALACHIAN STATE UNIVERSITY, WESTERN CAROLINA UNIVERSITY, NORTH CAROLINA AGRICULTURAL AND TECHNICAL STATE UNIVERSITY*

The primary purpose of East Carolina University, Appalachian State University, Western Carolina University and North Carolina Agricultural and Technical State University shall be the preparation of young men and women as teachers, supervisors, and administrators for the public schools of North Carolina, including the preparation of such persons for the master's degree. Said institutions may also offer instruction in the liberal arts and sciences including the preparation for the master's degree, may conduct programs of research that will increase their abilities to carry out and enlarge their stated responsibilities, extend their influence and usefulness as far as possible to persons of the area provided by the institutions who are unable to avail themselves of their advantages as resident students, to extension courses, by lectures, and by such other means as may seem to them most effective, and such other programs as are deemed necessary to meet the needs of their constituencies and of the State and as shall be approved by the North Carolina Board of Higher Education, consistent with appropriations made therefor. (G.S. 116-44.10)

---

*Subdivision (4) of G.S. 116-45 provides that the primary purpose of North Carolina Agricultural and Technical State University shall also be

> ...to teach the agricultural and technical arts and sciences and such branches of learning as relate thereto; the training of teachers, supervisors, and administrators for the public schools of the State, including the preparation of such teachers, supervisors and administrators for the master's degree. Such other programs of a professional or occupational nature may be offered as shall be approved by the North Carolina Board of Higher Education, consistent with the appropriations made therefor.

PEMBROKE STATE COLLEGE

The primary purpose of Pembroke State College shall be the undergraduate education of the Lumbee Indians and other persons who may be admitted under uniform regulations of the board of trustees. The educational program of the institution shall be subject to the approval of the North Carolina Board of Higher Education, consistent with the appropriations made therefor. (G.S. 116-45)

NORTH CAROLINA COLLEGE

The primary purpose of North Carolina College at Durham shall be undergraduate instruction in the liberal arts and sciences, the training of teachers, supervisors, and administrators for the public schools of the State, and such graduate and professional instruction as shall be approved by the North Carolina Board of Higher Education, consistent with the appropriations made therefor. (G.S. 116-45)

ELIZABETH CITY STATE COLLEGE, FAYETTEVILLE STATE COLLEGE, WINSTON-SALEM STATE COLLEGE

The primary purpose of Elizabeth City State College, Fayetteville State College, and Winston-Salem State College shall be the undergraduate preparation of young men and women for teaching in the public schools of the State. Such other programs may be offered as shall be approved by the North Carolina Board of Higher Education, consistent with the appropriations made therefor. (G.S. 116-45)

ASHEVILLE-BILTMORE COLLEGE
WILMINGTON COLLEGE

The primary purpose of Asheville-Biltmore College, and Wilmington College shall be to provide undergraduate instruction in the liberal arts and sciences, the training of teachers, and such graduate, professional, and other undergraduate programs as are deemed necessary to meet the needs of their constituencies and of the State and as shall be approved by the North Carolina Board of Higher Education, consistent with appropriations provided therefor. (G.S. 116-45)

NORTH CAROLINA SCHOOL OF THE ARTS

The primary purpose of the school shall be the professional training, as distinguished from liberal arts instruction, of talented students in the fields of music, drama, the dance, and allied performing arts, at both the high school and college levels of instruction, with emphasis placed upon performance of the arts, and not upon academic studies of the arts. The said school may also offer high school and college instruction in the academic subjects, and such other programs as are deemed necessary to meet the needs of its students and of the State, consistent with appropriations made and gifts received therefor, and may cooperate, if it chooses, with other schools which provide such courses of instruction. The school, on occasion, may accept elementary grade students of rare talent, and shall arrange for such students, in cooperation with an elementary school, a suitable educational program. (G.S. 116-69)

APPENDIX F

PROCEDURES FOR SUBMISSION BY INSTITUTION AND EVALUATION BY THE BOARD OF HIGHER EDUCATION OF NEW DEGREE PROGRAM PROPOSALS OF PUBLIC SENIOR INSTITUTIONS OF HIGHER EDUCATION IN NORTH CAROLINA

A. GENERAL PROVISIONS

Section 116-158(2) of the General Statutes of North Carolina gives the Board of Higher Education responsibility "to determine the types of degrees which shall be granted by each /public/ institution" of higher education in the state. Acting under that authority, the Board requires institutions under its jurisdiction to submit for its action proposals for new types of degrees as follows:

I. Four-year institutions offering the bachelor's degree only will submit for the Board's action proposals for adding all new degree programs and new degree titles.
Institutions offering master's and doctor's degree programs will submit proposals for new professional and graduate degree programs and new degree titles and will report to the Board for its information all new bachelor's degree programs initiated. Undergraduate professional degree programs, however, will be submitted to the Board for action.

II. Existing programs. Changes in existing degree programs may or may not need to be submitted for Board action. In general, if the change represents a distinctly different purpose, philosophy, or program of studies requiring substantial increases in faculty, facilities, or library holdings, it should be incorporated into a proposal and forwarded to the Board for action. Changes of a less substantial nature which do not materially affect the nature of the degree program need not be submitted for Board action, but the Board should be kept informed of such changes.

Nor must proposals for Board action be submitted when an institution, by providing new arrangements of existing courses, offers new options within authorized degree programs. Thus an institution previously authorized to offer the degree of Master of Science in Education with a concentration in history may organize optional programs in history to serve the needs of junior high school teachers, senior high school teachers, or instructors in junior colleges. Similarly, if a graduate degree program in mathematics has been approved, or if there is a sufficient number of appropriate graduate courses in mathematics, a concentration in mathematics may be offered under the Master of Science in Education degree program. In all such cases, however, the Board should be informed of the change. A program approved for a Master of Science in Education degree, on the contrary, cannot be offered as a Master of Arts or Master of Science degree without submission and action by the Board.

In cases of doubt about the need to submit program changes to the Board, the institution proposing the program change shall confer with the Board of Higher Education.

III. Definitions.

a) "Types of degree" as used in Section 116-158(2) refers to specific, generally recognized, academic degrees, as follows:

bachelor's degrees -- bachelor of arts, bachelor of science, bachelor of fine arts, etc.

master's degrees -- master of arts, master of science, master of education, etc.

doctor's degrees -- doctor of philosophy, doctor of education

professional degrees -- bachelor of laws, doctor of medicine, Civil Engineer, etc.

b) A degree program is "new" when it lies in a field or area of study not already authorized for the institution proposing it and when it involves a higher level of degree than has been previously authorized for that field at that institution. For example, for an institution which does not offer a bachelor of science in any field of engineering, a bachelor of science degree in civil engineering would be a new degree. If in the same institution, a bachelor of science in chemistry has already been authorized, the master of science in chemistry would be a new degree program, even though the institution already offers master's degree programs in other fields.

c) The terms "field" and "area" cannot be defined with complete precision. Generally accepted usage should be a sufficient guide in most cases. A rule of reason must be used to determine whether a proposed new degree program falls within a field or area of study already authorized for a particular institution. Thus if an institution were already authorized to offer a master of arts degree in American history, a proposed master of arts degree program in Chinese history should be treated as a new degree program inasmuch as substantially different faculty, library and other resources would presumably be required. Similarly, authorization to offer a master of arts degree in romance languages, with French and Spanish the only languages adequately represented at the time of authorization, could not be interpreted to cover the introduction of majors in Italian or Portuguese without submission and action by the Board.

B. INSTITUTIONAL PROCEDURES

Proposals submitted to the Board of Higher Education for its action need not be submitted in any particular format. All proposals, after appropriate consideration at the institutional level, and approval by the institution's board of trustees, must be transmitted formally by letter over the signature of the president of the institution requesting Board action.

I. Proposals for all new degree programs shall contain, where applicable, at least the following information:

a) a detailed description of the proposed program, showing how the proposed program is related to the statutory purposes of the institution, what degree will be awarded upon completion of the program, how and why the program proposal was developed, what its nature and objectives are, how it differs from existing programs at the institution and what benefits may accrue to the institution and the State if the program is established;

b) a description of the organizational arrangements to be employed in administering the program; if a new organizational arrangement is proposed, a full description of it should be included;

c) a description of the core of the curriculum and, for the master's degree, an indication of the minimum number of hours required. A tentative catalog description of the proposed program should be attached;

d) a statement describing the need for the program, including an indication of present and probable future student interest and demand for the program and evidence of opportunities available to possible graduates of the program if established;

e) a statement concerning the availability of the proposed program on other campuses in the state or region and the feasibility of interinstitutional cooperation therein, thus permitting the program to be conducted jointly with an existing program or programs so as to enrich its quality and at the same time reduce its cost;

f) a description of the resources now available and needed for the proposed program, including faculty (proposals for graduate and professional degree programs should include data on the rank, highest earned degree, bibliography, experience, specializations, research interest and projects, and other information concerning faculty which might have a bearing on the proposed program), library facilities as they relate to the program, necessary supporting courses, programs or services on campus, space requirements, and other facilities, equipment or supplies necessary for the program;

g) a statement concerning the cost of the proposed program, showing cost estimates for new expenditures required in the early years of the program; projections of costs for faculty, service personnel, space, capital equipment, library resources, research facilities, scholarship and fellowship aid, student assistance, and materials and supplies should be included therein.

h) an indication of possible sources of funds other than State funds to meet the costs of the proposed program and of steps taken, if any, to obtain such funds;

i) for graduate programs, the types of financial aid available and required for students;

j) a statement as to the accreditation needed, if any, for the proposed program and plans for achieving accreditation;

k) a schedule or timetable as to when the proposed addition will become operative if approved by the Board.

II. Proposals for new graduate or professional degree programs shall include in addition indication that proposals have been referred to and considered by at least two outside consultants in the particular program area involved, whose consideration shall have included a visit to the campus to review the proposed program and a written report to the appropriate officials of the institution, a copy of the consultants' reports to be appended to the proposal. The names, titles and addresses of other persons outstanding in the field of the proposal on whom the Board might call for additional advice if it deems it to be necessary should also be supplied.

III. Proposals for new doctor's degree programs should be drafted in recognition of the standards and procedures outlined in the 1966 statement of the Council of Graduate Schools in the United States, entitled "New Doctor of Philosophy Degree Programs."

C. BOARD PROCEDURES

The decision of the Board concerning authorization of a degree proposal will be based upon

a) appropriateness of the program for the institutions as defined by the General Statutes;

b) the quality of the program based on an analysis of the resources of institution, such as faculty, curriculum, library, and physical facilities;

c) the demonstrated need for the proposed program. It should be pointed out that authorizing a given institution to conduct a program does not necessarily mean that other institutions in the State will be given or denied an opportunity to offer identical or similar programs. It should be noted, however, that the Board may suggest inter-institutional collaboration and cooperation for certain programs;

d) in a subject-matter area in which the Board has previously authorized an institution to offer a program at the doctor's or second professional degree level, and the institution subsequently requests approval to undertake a program in the same area at a lower level (master's or first professional degree), the details required in (b) above shall not be required. Such proposals shall come before the Board for action, but the proposal may take the form of a letter setting forth the general outline of the program proposed and describing the need and rationalization therefor;

e) all proposals received by the Board will be referred for study and recommendations to the Educational Programs Committee of the Board. Additional advice and comment concerning proposals and institutional capacity to offer them may be sought by the Committee;

f) each proposal will be acted on by the Board within three months from the date of receipt. The Board may act upon proposals at any regular or called meeting at which a quorum of the members is present. Proposals for programs to be initiated in September (Fall Semester, Fall Quarter) should, however, be submitted to the Board by March 1 of the same year; on programs to be initiated in January or February (Winter Quarter, Spring Semester), by preceding July 1;

g) no proposed activity requiring Board of Higher Education approval may be advertised in the catalog of an institution, or otherwise, prior to approval by the Board of Higher Education.

Academic Freedom and Tenure

1940 STATEMENT OF PRINCIPLES

In 1940, following a series of joint conferences begun in 1934, representatives of the American Association of University Professors and of the Association of American Colleges agreed upon a restatement of principles set forth in the 1925 Conference Statement on Academic Freedom and Tenure. This restatement, known to the profession as the 1940 *Statement of Principles on Academic Freedom and Tenure,* was officially endorsed by the following organizations in the years indicated:

Association of American Colleges	1941
American Association of University Professors	1941
American Library Association (adapted for librarians)	1946
Association of American Law Schools	1946
American Political Science Association	1947
American Association of Colleges for Teacher Education	1950
Association for Higher Education, National Education Association	1950
Eastern Psychological Association	1950
American Philosophical Association:	
Western Division	1952
Eastern Division	1953
Southern Society for Philosophy and Psychology	1953
American Psychological Association	1961
American Historical Association	1961
Modern Language Association of America	1961
American Economic Association	1962
American Farm Economic Association	1962
American Philosophical Association, Pacific Division	1962
Midwest Sociological Society	1963
Mississippi Valley Historical Association	1963
American Philological Association	1963
American Council of Learned Societies	1963
Speech Association of America	1963
American Sociological Association	1963
Southern Historical Association	1963
American Studies Association	1963
Association of American Geographers	1963
Southern Economic Association	1963
Classical Association of the Middle West and South	1964
Southwestern Social Science Association	1964
Archaeological Institute of America	1964
Southern Management Association	1964
American Educational Theatre Association	1964
South Central Modern Language Association	1964
Southwestern Philosophical Society	1964
Council for the Advancement of Small Colleges	1965
Mathematical Association of America	1965
Arizona Academy of Science	1965
American Risk and Insurance Association	1965
Academy of Management	1965
American Catholic Historical Association	1966
American Catholic Philosophical Association	1966
Association of State Colleges and Universities	1966
Association for Education in Journalism	1966
Western History Association	1966
Mountain-Plains Philosophical Conference	1966
Society of American Archivists	1966
Southeastern Psychological Association	1966
American Association for the Advancement of Slavic Studies	1967
American Mathematical Society	1967
College Theology Society	1967
Council on Social Work Education	1967

The purpose of this statement is to promote public understanding and support of academic freedom and tenure and agreement upon procedures to assure them in colleges and universities. Institutions of higher education are conducted for the common good and not to further the interest of either the individual teacher[2] or the institution as a whole. The common good depends upon the free search for truth and its free exposition.

Academic freedom is essential to these purposes and applies to both teaching and research. Freedom in research is fundamental to the advancement of truth. Academic freedom in its teaching aspect is fundamental for the protection of the rights of the teacher in teaching and of the student to freedom in learning. It carries with it duties correlative with rights.

Tenure is a means to certain ends; specifically: (1) Freedom of teaching and research and of extramural activities and (2) a sufficient degree of economic security to make the profession attractive to men and women of ability. Freedom and economic security, hence, tenure, are indispensable to the success of an institution in fulfilling its obligations to its students and to society.

Academic Freedom

(a) The teacher is entitled to full freedom in research and in the publication of the results, subject to the adequate performance of his other academic duties; but research for pecuniary return should be based upon an understanding with the authorities of the institution.

(b) The teacher is entitled to freedom in the classroom in discussing his subject, but he should

---

[1] Endorsed by predecessor, American Association of Teachers Colleges, in 1941.

[2] The word "teacher" as used in this document is understood to include the investigator who is attached to an academic institution without teaching duties.

be careful not to introduce into his teaching controversial matter which has no relation to his subject. Limitations of academic freedom because of religious or other aims of the institution should be clearly stated in writing at the time of the appointment.

(c) The college or university teacher is a citizen, a member of a learned profession, and an officer of an educational institution. When he speaks or writes as a citizen, he should be free from institutional censorship or discipline, but his special position in the community imposes special obligations. As a man of learning and an educational officer, he should remember that the public may judge his profession and his institution by his utterances. Hence he should at all times be accurate, should exercise appropriate restraint, should show respect for the opinions of others, and should make every effort to indicate that he is not an institutional spokesman.

Academic Tenure

(a) After the expiration of a probationary period, teachers or investigators should have permanent or continuous tenure, and their service should be terminated only for adequate cause, except in the case of retirement for age, or under extraordinary circumstances because of financial exigencies.

In the interpretation of this principle it is understood that the following represents acceptable academic practice:

(1) The precise terms and conditions of every appointment should be stated in writing and be in the possession of both institution and teacher before the appointment is consummated.

(2) Beginning with appointment to the rank of full-time instructor or a higher rank, the probationary period should not exceed seven years, including within this period full-time service in all institutions of higher education; but subject to the proviso that when, after a term of probationary service of more than three years in one or more institutions, a teacher is called to another institution it may be agreed in writing that his new appointment is for a probationary period of not more than four years, even though thereby the person's total probationary period in the academic profession is extended beyond the normal maximum of seven years. Notice should be given at least one year prior to the expiration of the probationary period if the teacher is not to be continued in service after the expiration of that period.

(3) During the probationary period a teacher should have the academic freedom that all other members of the faculty have.

(4) Termination for cause of a continuous appointment, or the dismissal for cause of a teacher previous to the expiration of a term appointment, should, if possible, be considered by both a faculty committee and the governing board of the institution. In all cases where the facts are in dispute, the accused teacher should be informed before the hearing in writing of the charges against him and should have the opportunity to be heard in his own defense by all bodies that pass judgment upon his case. He should be permitted to have with him an adviser of his own choosing who may act as counsel. There should be a full stenographic record of the hearing available to the parties concerned. In the hearing of charges of incompetence the testimony should include that of teachers and other scholars, either from his own or from other institutions. Teachers on continuous appointment who are dismissed for reasons not involving moral turpitude should receive their salaries for at least a year from the date of notification of dismissal whether or not they are continued in their duties at the institution.

(5) Termination of a continuous appointment because of financial exigency should be demonstrably bona fide.

INTERPRETATIONS

At the conference of representatives of the American Association of University Professors and of the Association of American Colleges on November 7-8, 1940, the following interpretations of the 1940 *Statement of Principles on Academic Freedom and Tenure* were agreed upon:

1. That its operation should not be retroactive.
2. That all tenure claims of teachers appointed prior to the endorsement should be determined in accordance with the principles set forth in the 1925 Conference Statement on Academic Freedom and Tenure.
3. If the administration of a college or university feels that a teacher has not observed the admonitions of Paragraph (c) of the section on *Academic Freedom* and believes that the extramural utterances of the teacher have been such as to raise grave doubts concerning his fitness for his position, it may proceed to file charges under Paragraph (a) (4) of the section on *Academic Tenure*. In pressing such charges the administration should remember that teachers are citizens and should be accorded the freedom of citizens. In such cases the administration must assume full responsibility and the American Association of University Professors and the Association of American Colleges are free to make an investigation.

APPENDIX H
(Reprinted from AAUP Bulletin, Summer 1968)

Joint Statement on Rights and Freedoms of Students

In June, 1967, a joint committee, comprised of representatives from the American Association of University Professors, U. S. National Student Association, Association of American Colleges, National Association of Student Personnel Administrators, and National Association of Women Deans and Counselors, met in Washington, D.C., and drafted the Joint Statement on Rights and Freedoms of Students *published below.*

The multilateral approach which produced this document was also applied to the complicated matter of interpretation, implementation, and enforcement, with the drafting committee recommending (a) joint efforts to promote acceptance of the new standards on the institutional level, (b) the establishment of machinery to facilitate continuing joint interpretation, (c) joint consultation before setting up any machinery for mediating disputes or investigating complaints, and (d) joint approaches to regional accrediting agencies to seek embodiment of the new principles in standards for accreditation.

Since its formulation, the Joint Statement has been endorsed by each of its five national sponsors, as well as by a number of other professional bodies. The endorsers are listed below:

U.S. National Student Association
Association of American Colleges
American Association of University Professors
National Association of Student Personnel Administrators
National Association of Women Deans and Counselors
American Association for Higher Education
Jesuit Education Association
American College Personnel Association
Executive Committee, College and University Department, National Catholic Education Association
Commission on Student Personnel, American Association of Junior Colleges

Preamble

Academic institutions exist for the transmission of knowledge, the pursuit of truth, the development of students, and the general well-being of society. Free inquiry and free expression are indispensable to the attainment of these goals. As members of the academic community, students should be encouraged to develop the capacity for critical judgment and to engage in a sustained and independent search for truth. Institutional procedures for achieving these purposes may vary from campus to campus, but the minimal standards of academic freedom of students outlined below are essential to any community of scholars.

Freedom to teach and freedom to learn are inseparable facets of academic freedom. The freedom to learn depends upon appropriate opportunities and conditions in the classroom, on the campus, and in the larger community. Students should exercise their freedom with responsibility.

The responsibility to secure and to respect general conditions conducive to the freedom to learn is shared by all members of the academic community. Each college and university has a duty to develop policies and procedures which provide and safeguard this freedom. Such policies and procedures should be developed at each institution within the framework of general standards and with the broadest possible participation of the members of the academic community. The purpose of this statement is to enumerate the essential provisions for student freedom to learn.

I. Freedom of Access to Higher Education

The admissions policies of each college and university are a matter of institutional choice provided that each college and university makes clear the characteristics and expectations of students which it considers relevant to success in the institution's program. While church-related institutions may give admission preference to students of their own persuasion, such a preference should be clearly and publicly stated. Under no circumstances should a student be barred from admission to a particular institution on the basis of race. Thus, within the limits of its facilities, each college and university should be open to all students who are qualified according to its admission standards. The facilities and services of a college should be open to all of its enrolled students, and institutions should use their influence to secure equal access for all students to public facilities in the local community.

II. In the Classroom

The professor in the classroom and in conference should encourage free discussion, inquiry, and expression. Student performance should be evaluated solely on an academic basis, not on opinions or conduct in matters unrelated to academic standards.

A. *Protection of Freedom of Expression*

Students should be free to take reasoned exception to the data or views offered in any course of study and to reserve judgment about matters of opinion, but they are responsible for learning the content of any course of study for which they are enrolled.

B. *Protection against Improper Academic Evaluation*

Students should have protection through orderly procedures against prejudiced or capricious academic evaluation. At the same time, they are responsible for maintaining standards of academic performance established for each course in which they are enrolled.

C. *Protection against Improper Disclosure*

Information about student views, beliefs, and political associations which professors acquire in the course of their work as instructors, advisers, and counselors should be considered confidential. Protection against improper disclosure is a serious professional obligation. Judgments of ability and character may be provided under appropriate circumstances, normally with the knowledge or consent of the student.

III. Student Records

Institutions should have a carefully considered policy as to the information which should be part of a student's permanent educational record and as to the conditions of its disclosure. To minimize the risk of improper disclosure, academic and disciplinary records should be separate, and the conditions of access to each should be set forth in an explicit policy statement. Transcripts of academic records should contain only information about academic status. Information from disciplinary or counseling files should not be available to unauthorized persons on campus, or to any person off campus without the express consent of the student involved except under legal compulsion or in cases where the safety of persons or property is involved. No records should be kept which reflect the political activities or beliefs of students. Provisions should also be made for periodic routine destruction of noncurrent disciplinary records. Administrative staff and faculty members should respect confidential information about students which they acquire in the course of their work.

IV. Student Affairs

In student affairs, certain standards must be maintained if the freedom of students is to be preserved.

A. *Freedom of Association*

Students bring to the campus a variety of interests previously acquired and develop many new interests as members of the academic community. They should be free to organize and join associations to promote their common interests.

1. The membership, policies, and actions of a student organization usually will be determined by vote of only those persons who hold bona fide membership in the college or university community.
2. Affiliation with an extramural organization should not of itself disqualify a student organization from institutional recognition.
3. If campus advisers are required, each organization should be free to choose its own adviser, and institutional recognition should not be withheld or withdrawn solely because of the inability of a student organization to secure an adviser. Campus advisers may advise organizations in the exercise of responsibility, but they should not have the authority to control the policy of such organizations.
4. Student organizations may be required to submit a statement of purpose, criteria for membership, rules of procedures, and a current list of officers. They should not be required to submit a membership list as a condition of institutional recognition.
5. Campus organizations, including those affiliated with an extramural organization, should be open to all students without respect to race, creed, or national origin, except for religious qualifications which may be required by organizations whose aims are primarily sectarian.

B. *Freedom of Inquiry and Expression*

1. Students and student organization should be free to examine and discuss all questions of interest to them, and to express opinions publicly and privately. They should always be free to support causes by orderly means which do not disrupt the regular and essential operation of the institution. At the same time, it should be made clear to the academic and the larger community that in their pub-

conduct for the students who attend them and through the regulation of the use of institutional facilities. In the exceptional circumstances when the preferred means fail to resolve problems of student conduct, proper procedural safeguards should be observed to protect the student from the unfair imposition of serious penalties.

The administration of discipline should guarantee procedural fairness to an accused student. Practices in disciplinary cases may vary in formality with the gravity of the offense and the sanctions which may be applied. They should also take into account the presence or absence of an honor code, and the degree to which the institutional officials have direct acquaintance with student life in general and with the involved student and the circumstances of the case in particular. The jurisdictions of faculty or student judicial bodies, the disciplinary responsibilities of institutional officials and the regular disciplinary procedures, including the student's right to appeal a decision, should be clearly formulated and communicated in advance. Minor penalties may be assessed informally under prescribed procedures.

In all situations, procedural fair play requires that the student be informed of the nature of the charges against him, that he be given a fair opportunity to refute them, that the institution not be arbitrary in its actions, and that there be provision for appeal of a decision. The following are recommended as proper safeguards in such proceedings when there are no honor codes offering comparable guarantees.

A. *Standards of Conduct Expected of Students*

The institution has an obligation to clarify those standards of behavior which it considers essential to its educational mission and its community life. These general behavioral expectations and the resultant specific regulations should represent a reasonable regulation of student conduct, but the student should be as free as possible from imposed limitations that have no direct relevance to his education. Offenses should be as clearly defined as possible and interpreted in a manner consistent with the aforementioned principles of relevancy and reasonableness. Disciplinary proceedings should be instituted only for violations of standards of conduct formulated with significant student participation and published in advance through such means as a student handbook or a generally available body of institutional regulations.

B. *Investigation of Student Conduct*

1. Except under extreme emergency circumstances, premises occupied by students and the personal possessions of students should not be searched unless appropriate authorization has been obtained. For premises such as residence halls controlled by the institution, an appropriate and responsible authority should be designated to whom application should be made before a search is conducted. The application should specify the reasons for the search and the objects or information sought. The student should be present, if possible, during the search. For premises not controlled by the institution, the ordinary requirements for lawful search should be followed.

2. Students detected or arrested in the course of serious violations of institutional regulations, or infractions of ordinary law, should be informed of their rights. No form of harassment should be used by institutional representatives to coerce admissions of guilt or information about conduct of other suspected persons.

C. *Status of Student Pending Final Action*

Pending action on the charges, the status of a student should not be altered, or his right to be present on the campus and to attend classes suspended, except for reasons relating to his physical or emotional safety and well-being, or for reasons relating to the safety and well-being of students, faculty, or university property.

D. *Hearing Committee Procedures*

When the misconduct may result in serious penalties and if the student questions the fairness of disciplinary action taken against him, he should be granted, on request, the privilege of a hearing before a regularly constituted hearing committee. The following suggested hearing committee procedures satisfy the requirements of procedural due process in situations requiring a high degree of formality.

1. The hearing committee should include faculty members or students, or, if regularly included or requested by the accused, both faculty and student members. No member of the hearing committee who is otherwise interested in the particular case should sit in judgment during the proceeding.

2. The student should be informed, in writing, of the reasons for the proposed disciplinary action with sufficient particularly, and in sufficient time, to insure opportunity to prepare for the hearing.

3. The student appearing before the hearing committee should have the right to be assisted in his defense by an adviser of his choice.

4. The burden of proof should rest upon the officials bringing the charge.

5. The student should be given an opportunity to testify and to present evidence and witnesses. He should have an opportunity to hear and question adverse witnesses. In no case should the committee consider statements against him unless he has been advised of their content and of the names of those who made them, and unless he has been given an opportunity to rebut unfavorable inferences which might otherwise be drawn.

6. All matters upon which the decision may be based must be introduced into evidence at the proceeding before the hearing committee. The decision should be based solely upon such matters. Improperly acquired evidence should not be admitted.

7. In the absence of a transcript, there should be both a digest and a verbatim record, such as a tape recording, of the hearing.

8. The decision of the hearing committee should be final, subject only to the student's right of appeal to the president or ultimately to the governing board of the institution.

lic expressions or demonstrations students or student organizations speak only for themselves.

2. Students should be allowed to invite and to hear any person of their own choosing. Those routine procedures required by an institution before a guest speaker is invited to appear on campus should be designed only to insure that there is orderly scheduling of facilities and adequate preparation for the event, and that the occasion is conducted in a manner appropriate to an academic community. The institutional control of campus facilities should not be used as a device of censorship. It should be made clear to the academic and large community that sponsorship of guest speakers does not necessarily imply approval or endorsement of the views expressed, either by the sponsoring group or the institution.

C. *Student Participation in Institutional Government*

As constituents of the academic community, students should be free, individually and collectively, to express their views on issues of institutional policy and on matters of general interest to the student body. The student body should have clearly defined means to participate in the formulation and application of institutional policy affecting academic and student affairs. The role of the student government and both its general and specific responsibilities should be made explicit, and the actions of the student government within the areas of its jurisdiction should be reviewed only through orderly and prescribed procedures.

D. *Student Publications*

Student publications and the student press are a valuable aid in establishing and maintaining an atmosphere of free and responsible discussion and of intellectual exploration on the campus. They are a means of bringing student concerns to the attention of the faculty and the institutional authorities and of formulating student opinion on various issues on the campus and in the world at large.

Whenever possible the student newspaper should be an independent corporation financially and legally separate from the university. Where financial and legal autonomy is not possible, the institution, as the publisher of student publications, may have to bear the legal responsibility for the contents of the publications. In the delegation of editorial responsibility to students the institution must provide sufficient editorial freedom and financial autonomy for the student publications to maintain their integrity of purpose as vehicles for free inquiry and free expression in an academic community.

Institutional authorities, in consultation with students and faculty, have a responsibility to provide written clarification of the role of the student publications, the standards to be used in their evaluation, and the limitations on external control of their operation. At the same time, the editorial freedom of student editors and managers entails corollary responsibilities to be governed by the canons of responsible journalism, such as the avoidance of libel, indecency, undocumented allegations, attacks on personal integrity, and the techniques of harassment and innuendo. As safeguards for the editorial freedom of student publications the following provisions are necessary.

1. The student press should be free of censorship and advance approval of copy, and its editors and managers should be free to develop their own editorial policies and news coverage.

2. Editors and managers of student publications should be protected from arbitrary suspension and removal because of student, faculty, administrative, or public disapproval of editorial policy or content. Only for proper and stated causes should editors and managers be subject to removal and then by orderly and prescribed procedures. The agency responsible for the appointment of editors and managers should be the agency responsible for their removal.

3. All university published and financed student publications should explicitly state on the editorial page that the opinions there expressed are not necessarily those of the college, university, or student body.

V. Off-Campus Freedom of Students

A. *Exercise of Rights of Citizenship*

College and university students are both citizens and members of the academic community. As citizens, students should enjoy the same freedom of speech, peaceful assembly, and right of petition that other citizens enjoy and, as members of the academic community, they are subject to the obligations which accrue to them by virtue of this membership. Faculty members and administrative officials should insure that institutional powers are not employed to inhibit such intellectual and personal development of students as is often promoted by their exercise of the rights of citizenship both on and off campus.

B. *Institutional Authority and Civil Penalties*

Activities of students may upon occasion result in violation of law. In such cases, institutional officials should be prepared to apprise students of sources of legal counsel and may offer other assistance. Students who violate the law may incur penalties prescribed by civil authorities, but institutional authority should never be used merely to duplicate the function of general laws. Only where the institution's interests as an academic community are distinct and clearly involved should the special authority of the institution be asserted. The student who incidentally violates institutional regulations in the course of his off-campus activity, such as those relating to class attendance, should be subject to no greater penalty than would normally be imposed. Institutional action should be independent of community pressure.

VI. Procedural Standards in Disciplinary Proceedings

In developing responsible student conduct, disciplinary proceedings play a role substantially secondary to example, counseling, guidance, and admonition. At the same time, educational institutions have a duty and the corollary disciplinary powers to protect their educational purpose through the setting of standards of scholarship and

APPENDIX I
(Reprinted from AAUP Bulletin, Winter 1966)

American Association of University Professors
American Council on Education
Association of Governing Boards of Universities and Colleges

Statement on
Government of Colleges and Universities

Editorial Note. The Statement which follows is directed to governing board members, administrators, faculty members, students and other persons in the belief that the colleges and universities of the United States have reached a stage calling for appropriately shared responsibility and cooperative action among the components of the academic institution. The Statement is intended to foster constructive joint thought and action, both within the institutional structure and in protection of its integrity against improper intrusions.

It is not intended that the Statement serve as a blueprint for government on a specific campus or as a manual for the regulation of controversy among the components of an academic institution, although it is to be hoped that the principles asserted will lead to the correction of existing weaknesses and assist in the establishment of sound structure and procedures. The Statement does not attempt to cover relations with those outside agencies which increasingly are controlling the resources and influencing the patterns of education in our institutions of higher learning; e.g., the United States Government, the state legislatures, state commissions, interstate associations or compacts and other interinstitutional arrangements. However it is hoped that the Statement will be helpful to these agencies in their consideration of educational matters.

Students are referred to in this Statement as an institutional component coordinate in importance with trustees, administrators and faculty. There is, however, no main section on students. The omission has two causes: (1) the changes now occurring in the status of American students have plainly outdistanced the analysis by the educational community, and an attempt to define the situation without thorough study might prove unfair to student interests,[1] and (2) students do not in fact presently have a significant voice in the government of colleges and universities; it would be unseemly to obscure, by superficial equality of length of statement, what may be a serious lag entitled to separate and full confrontation. The concern for student status felt by the organizations issuing this Statement is embodied in a note "On Student Status" intended to stimulate the educational community to turn its attention to an important need.

This Statement, in preparation since 1964, is jointly formulated by the American Association of University Professors, the American Council on Education, and the Association of Governing Boards of Universities and Colleges. On October 12, 1966, the Board of Directors of the ACE took action by which the Council "recognizes the Statement as a significant step forward in the clarification of the respective roles of governing boards, faculties, and administrations," and "commends it to the institutions which are members of the Council." On October 29, 1966, the Council of the AAUP approved the Statement, recommended approval by the Fifty-Third Annual Meeting in April, 1967, and recognized that "continuing joint effort is desirable, in view of the areas left open in the jointly formulated Statement, and the dynamic changes occurring in higher education." On November 18, 1966, the Executive Committee of the AGB took action by which that organization also "recognizes the Statement as a significant step forward in the clarification of the respective roles of governing boards, faculties and administrations," and "commends it to the governing boards which are members of the Association"

---

[1] Note: 1950, the formulation of the *Student Bill of Rights* by the United States National Student Association; 1956, the first appearance of *Academic Freedom and Civil Liberties of Students*, published by the American Civil Liberties Union; 1961, the decision in *Dixon v. Alabama State Board of Education*, currently the leading case on due process for students; 1965, the publication of a tentative *Statement on the Academic Freedom of Students*, by the American Association of University Professors.

I. Introduction

This Statement is a call to mutual understanding regarding the government of colleges and universities. Understanding, based on community of interest, and producing joint effort, is essential for at least three reasons. First, the academic institution, public or private, often has become less autonomous; buildings, research, and student tuition are supported by funds over which the college or university exercises a diminishing control. Legislative and executive governmental authority, at all levels, plays a part in the making of important decisions in academic policy. If these voices and forces are to be successfully heard and integrated, the academic institution must be in a position to meet them with its own generally unified view. Second, regard for the welfare of the institution remains important despite the mobility and interchange of scholars. Third, a college or university in which all the components are aware of their interdependence, of the usefulness of communication among themselves, and of the force of joint action will enjoy increased capacity to solve educational problems.

II. The Academic Institution: Joint Effort

A. Preliminary Considerations

The variety and complexity of the tasks performed by institutions of higher education produce an inescapable interdependence among governing board, administration, faculty, students and others. The relationship calls for adequate communication among these components, and full opportunity for appropriate joint planning and effort.

Joint effort in an academic institution will take a variety of forms appropriate to the kinds of situations encountered. In some instances, an initial exploration or recommendation will be made by the president with consideration by the faculty at a later stage; in other instances, a first and essentially definitive recommendation will be made by the faculty, subject to the endorsement of the president and the governing board. In still others, a substantive contribution can be made when student leaders are responsibly involved in the process. Although the variety of such approaches may be wide, at least two general conclusions regarding joint effort seem clearly warranted: (1) important areas of action involve at one time or another the initiating capacity and decision-making participation of all the institutional components, and (2) differences in the weight of each voice, from one point to the next, should be determined by reference to the responsibility of each component for the particular matter at hand, as developed hereinafter.

B. Determination of General Educational Policy

The general educational policy, i.e., the objectives of an institution and the nature, range, and pace of its efforts, is shaped by the institutional charter or by law, by tradition and historical development, by the present needs of the community of the institution, and by the professional aspirations and standards of those directly involved in its work. Every board will wish to go beyond its formal trustee obligation to conserve the accomplishment of the past and to engage seriously with the future; every faculty will seek to conduct an operation worthy of scholarly standards of learning; every administrative officer will strive to meet his charge and to attain the goals of the institution. The interests of all are coordinate and related, and unilateral effort can lead to confusion or conflict. Essential to a solution is a reasonably explicit statement on general educational policy. Operating responsibility and authority, and procedures for continuing review, should be clearly defined in official regulations.

When an educational goal has been established, it becomes the responsibility primarily of the faculty to determine appropriate curriculum and procedures of student instruction.

Special considerations may require particular accommodations: (1) a publicly supported institution may be regulated by statutory provisions, and (2) a church-controlled institution may be limited by its charter or bylaws. When such external requirements influence course content and manner of instruction or research, they impair the educational effectiveness of the institution.

Such matters as major changes in the size or composition of the student body and the relative emphasis to be given to the various elements of the educational and research program should involve participation of governing board, administration and faculty prior to final decision.

C. Internal Operations of the Institution

The framing and execution of long-range plans, one of the most important aspects of institutional responsibility, should be a central and continuing concern in the academic community.

Effective planning demands that the broadest possible exchange of information and opinion should be the rule for communication among the components of a college or university. The channels of communication should be established and maintained by joint endeavor. Distinction should be observed between the institutional system of communication and the system of responsibility for the making of decisions.

A second area calling for joint effort in internal operations is that of decisions regarding existing or prospective physical resources. The board, president and faculty should all seek agreement on basic decisions regarding buildings and other facilities to be used in the educational work of the institution.

A third area is budgeting. The allocation of resources among competing demands is central in the formal responsibility of the governing board, in the administrative authority of the president, and in the educational function of the faculty. Each component should therefore have a voice in the determination of short and long-range priorities, and each should receive appropriate analyses of past budgetary experience, reports on current budgets and expenditures, and short and long-range budgetary projections. The function of each component in budgetary matters should be understood by all; the allocation of authority will determine the flow of information and the scope of participation in decisions.

Joint effort of a most critical kind must be taken when an institution chooses a new president. The selection of a chief administrative officer should follow upon cooperative search by the governing board and the faculty, taking into consideration the opinions of others who are appropriately interested. The president should be equally qualified to serve both as the executive officer of the governing board and as the chief academic officer of the institution and the faculty. His dual role requires that he be able to interpret to board and faculty the educational views and concepts of institutional government of the other. He should have the confidence of the board and the faculty.

The selection of academic deans and other chief academic officers should be the responsibility of the president with the advice of and in consultation with the appropriate faculty.

Determinations of faculty status, normally based on the recommendations of the faculty groups involved, are discussed in Part V of this Statement; but it should here be noted that the building of a strong faculty requires careful joint effort in such actions as staff selection and promotion and the granting of tenure. Joint action should also govern dismissals; the applicable principles and procedures in these matters are well established.[2]

D. External Relations of the Institution

Anyone—a member of the governing board, the president or other member of the administration, a member of the faculty, or a member of the student body or the alumni—affects the institution when he speaks of it in public. An individual who speaks unofficially should so indicate. An official spokesman for the institution, the board, the administration, the faculty, or the student body should be guided by established policy.

It should be noted that only the board speaks legally for the whole institution, although it may delegate responsibility to an agent.

The right of a board member, an administrative officer, a faculty member, or a student to speak on general educational questions or about the administration and operations of his own institution is a part of his right as a citizen and should not be abridged by the institution.[3] There exist, of course, legal bounds relating to defamation of character, and there are questions of propriety.

III. The Academic Institution: The Governing Board

The governing board has a special obligation to assure that the history of the college or university shall serve as a prelude and inspiration to the future. The board helps relate the institution to its chief community: e.g., the community college to serve the educational needs of a defined population area or group, the church-controlled college to be cognizant of the announced position of its denomination, and the comprehensive university to discharge the many duties and to accept the appropriate new challenges which are its concern at the several levels of higher education.

The governing board of an institution of higher education in the United States operates, with few exceptions, as the final institutional authority. Private institutions are established by charters; public institutions are established by constitutional or statutory provisions. In private institutions the board is frequently self-perpetuating; in public colleges and universities the present membership of a board may be asked to suggest candidates for appointment. As a whole and individually when the governing board confronts the problem of succession, serious attention should be given to obtaining properly qualified persons. Where public law calls for election of governing board members, means should be found to insure the nomination of fully suited persons, and the electorate should be informed of the relevant criteria for board membership.

Since the membership of the board may embrace both individual and collective competence of recognized weight, its advice or help may be sought through established channels by other components of the academic community. The governing board of an institution of higher education, while maintaining a general overview, entrusts the conduct of administration to the administrative officers, the president and the deans, and the conduct of teaching and research to the faculty. The board should undertake appropriate self-limitation.

One of the governing board's important tasks is to ensure the publication of codified statements that define the over-all policies and procedures of the institution under its jurisdiction.

The board plays a central role in relating the likely needs of the future to predictable resources; it has the responsibility for husbanding the endowment; it is responsible for obtaining needed capital and operating funds; and in the broadest sense of the term it should pay attention to personnel policy. In order to fulfill these duties, the board should be aided by, and may insist upon, the development of long-range planning by the administration and faculty.

---

[2] See the 1940 *Statement of Principles on Academic Freedom and Tenure* and the 1958 *Statement on Procedural Standards in Faculty Dismissal Proceedings.* These statements have been jointly approved or adopted by the Association of American Colleges and the American Association of University Professors; the 1940 Statement has been endorsed by numerous learned and scientific societies and educational associations.

[3] With respect to faculty members, the 1940 *Statement of Principles on Academic Freedom and Tenure* reads: "The college or university teacher is a citizen, a member of a learned profession, and an officer of an educational institution. When he speaks or writes as a citizen, he should be free from institutional censorship or discipline, but his special position in the community imposes special obligations. As a man of learning and an educational officer, he should remember that the public may judge his profession and his institution by his utterances. Hence he should at all times be accurate, should exercise appropriate restraint, should show respect for the opinion of others, and should make every effort to indicate that he is not an institutional spokesman."

When ignorance or ill-will threatens the institution or any part of it, the governing board must be available for support. In grave crises it will be expected to serve as a champion. Although the action to be taken by it will usually be on behalf of the president, the faculty, or the student body, the board should make clear that the protection it offers to an individual or a group is, in fact, a fundamental defense of the vested interests of society in the educational institution.

IV. The Academic Institution: The President

The president, as the chief executive officer of an institution of higher education, is measured largely by his capacity for institutional leadership. He shares responsibility for the definition and attainment of goals, for administrative action, and for operating the communications system which links the components of the academic community. He represents his institution to its many publics. His leadership role is supported by delegated authority from the board and faculty.

As the chief planning officer of an institution, the president has a special obligation to innovate and initiate. The degree to which a president can envision new horizons for his institution, and can persuade others to see them and to work toward them, will often constitute the chief measure of his administration.

The president must at times, with or without support, infuse new life into a department; relatedly, he may at times be required, working within the concept of tenure, to solve problems of obsolescence. The president will necessarily utilize the judgments of the faculty, but in the interest of academic standards he may also seek outside evaluations by scholars of acknowledged competence.

It is the duty of the president to see to it that the standards and procedures in operational use within the college or university conform to the policy established by the governing board and to the standards of sound academic practice. It is also incumbent on the president to insure that faculty views, including dissenting views, are presented to the board in those areas and on those issues where responsibilities are shared. Similarly the faculty should be informed of the views of the board and the administration on like issues.

The president is largely responsible for the maintenance of existing institutional resources and the creation of new resources; he has ultimate managerial responsibility for a large area of nonacademic activities, he is responsible for public understanding, and by the nature of his office is the chief spokesman of his institution. In these and other areas his work is to plan, to organize, to direct, and to represent. The presidential function should receive the general support of board and faculty.

V. The Academic Institution: The Faculty

The faculty has primary responsibility for such fundamental areas as curriculum, subject matter and methods of instruction, research, faculty status, and those aspects of student life which relate to the educational process. On these matters the power of review or final decision lodged in the governing board or delegated by it to the president should be exercised adversely only in exceptional circumstances, and for reasons communicated to the faculty. It is desirable that the faculty should, following such communication, have opportunity for further consideration and further transmittal of its views to the president or board. Budgets, manpower limitations, the time element and the policies of other groups, bodies and agencies having jurisdiction over the institution may set limits to realization of faculty advice.

The faculty sets the requirements for the degrees offered in course, determines when the requirements have been met, and authorizes the president and board to grant the degrees thus achieved.

Faculty status and related matters are primarily a faculty responsibility; this area includes appointments, reappointments, decisions not to reappoint, promotions, the granting of tenure, and dismissal. The primary responsibility of the faculty for such matters is based upon the fact that its judgment is central to general educational policy. Furthermore, scholars in a particular field or activity have the chief competence for judging the work of their colleagues; in such competence it is implicit that responsibility exists for both adverse and favorable judgments. Likewise there is the more general competence of experienced faculty personnel committees having a broader charge. Determinations in these matters should first be by faculty action through established procedures, reviewed by the chief academic officers with the concurrence of the board. The governing board and president should, on questions of faculty status, as in other matters where the faculty has primary responsibility, concur with the faculty judgment except in rare instances and for compelling reasons which should be stated in detail.

The faculty should actively participate in the determination of policies and procedures governing salary increases.

The chairman or head of a department, who serves as the chief representative of his department within an institution, should be selected either by departmental election or by appointment following consultation with members of the department and of related departments; appointments should normally be in conformity with department members' judgment. The chairman or department head should not have tenure in his office; his tenure as a faculty member is a matter of separate right. He should serve for a stated term but without prejudice to re-election or to reappointment by procedures which involve appropriate faculty consultation. Board, administration, and faculty should all bear in mind that the department chairman has a special obligation to build a department strong in scholarship and teaching capacity.

Agencies for faculty participation in the government of the college or university should be established at each level where faculty responsibility is present. An agency should exist for the presentation of the views of the whole faculty. The structure and procedures for faculty participation should be designed, approved and established by joint action of the components of the institution. Faculty representatives should be selected by the faculty according to procedures determined by the faculty.

The agencies may consist of meetings of all faculty members of a department, school, college, division or university system, or may take the form of faculty-elected executive committees in departments and schools and a faculty-elected senate or council for larger divisions or the institution as a whole.

Among the means of communication among the faculty, administration, and governing board now in use are: (1) circulation of memoranda and reports by board committees, the administration, and faculty committees, (2) joint *ad hoc* committees, (3) standing liaison committees, (4) membership of faculty members on administrative bodies, and (5) membership of faculty members on governing boards. Whatever the channels of communication, they should be clearly understood and observed.

On Student Status

When students in American colleges and universities desire to participate responsibly in the government of the institution they attend, their wish should be recognized as a claim to opportunity both for educational experience and for involvement in the affairs of their college or university. Ways should be found to permit significant student participation within the limits of attainable effectiveness. The obstacles to such participation are large and should not be minimized: inexperience, untested capacity, a transitory status which means that present action does not carry with it subsequent responsibility, and the inescapable fact that the other components of the institution are in a position of judgment over the students. It is important to recognize that student needs are strongly related to educational experience, both formal and informal. Students expect, and have a right to expect, that the educational process will be structured, that they will be stimulated by it to become independent adults, and that they will have effectively transmitted to them the cultural heritage of the larger society. If institutional support is to have its fullest possible meaning it should incorporate the strength, freshness of view and idealism of the student body.

The respect of students for their college or university can be enhanced if they are given at least these opportunities: (1) to be listened to in the classroom without fear of institutional reprisal for the substance of their views, (2) freedom to discuss questions of institutional policy and operation, (3) the right to academic due process when charged with serious violations of institutional regulations, and (4) the same right to hear speakers of their own choice as is enjoyed by other components of the institution.

APPENDIX J

ARTICULATION GUIDELINES

Approved by the Joint Committee on College Transfer Students*
November 1967

(Instructions)

1. While these guidelines are frequently blocked out in a pattern of first and second year courses, it should be understood that second year courses are not always required.

2. The guidelines are written for colleges and universities which operate on a semester or quarter system and various modifications of either. In the disciplinary guidelines which follow, it is assumed that six semester hours are equal to nine quarter hours. In any case, where specific credits are indicated by one system or the other, it is assumed that institutions not operating on such a system will create courses earning equivalent transferable credit. It is hoped that all receiving institutions will adopt a liberal policy towards half-credit shortages.

3. The student's ability to transfer without loss of time or credit is of maximum importance.

ADMISSIONS

1. Performance in a junior college transfer program is the best single predictor of success in a four-year institution and therefore should count most heavily in the admissions decision.

   a. Junior college students who are ineligible to enter a four-year institution at the freshman level because of poor high school records should not be denied admission as transfer students on these grounds. It is recommended that the original college consider use of standardized tests, given at end of the third or beginning of the fourth semester or sixth quarter, to guide those students seeking entrance to another institution.

   b. Aptitude and achievement test scores may be useful to counselors as supplementary information in assisting junior college students to make wise decisions about transfer. However, applicants who qualify for transfer on the basis of their grades in junior college should not be denied admission solely on the basis of test scores.

---

*Sponsored by the North Carolina Association of Colleges and Universities, the North Carolina Association of Junior Colleges, the State Board of Education, and the State Board of Higher Education.

c. Except in unusual circumstances, students entering two-year institutions should complete their program at the original institution.

2. Senior colleges should consider all grades earned by the prospective transfer. Acceptance or rejection of courses passed with a grade of "D" should be at the discretion of the receiving institution. Transfers from junior or senior colleges should be able to transfer at least one-half the hours required for graduation.

3. Students with satisfactory records seeking to transfer from institutions not accredited should be accepted provisionally by the senior institution pending satisfactory completion of at least one full semester's work.

4. Colleges and universities with varied policies in regard to admissions clearances and required deposits should adopt a uniform policy. Admission notices should be mailed as students records are cleared and no deposits should be required prior to April 1.

BIOLOGICAL SCIENCES

First Year

A one-year lecture and laboratory course (eight semester hours or twelve quarter hours) emphasizing the dynamic, structural, and functional organization of living organisms from molecular, organismal, and population points of view. The course should stress the unity of life. As long as this is done, any of the following alternative approaches is acceptable (listed in order of preference):

1. One year of biological principles.
2. One year of biology.
3. One semester (four semester hours or six quarter hours) of botany and one semester of zoology.

Second Year

1. If the first course is a one-year course which is oriented toward the study of principles of biology, the subcommittee recommends for those whose programs require it:

a. Second year may be a field, laboratory, lecture course in the study of organisms---one semester of plants (botany) and one semester of animals (zoology) (PREFERRED).

b. Second year may be one semester of comparative vertebrate anatomy or another course of this general nature.

c. Second year may be one semester of local floristic study---collection, identification of vascular plants, study of classification.

2. If first course is a one semester principles of biology course, it is desirable to follow it with one semester each of the study of plants (botany) and of animals (zoology), organism oriented, field work, laboratory and lecture.

   a. This involves a three course sequence.

   b. The fourth semester could be comparative vertebrate anatomy and/or a local floristic study as described above.

3. If first year involves one semester of general botany and one semester of general zoology, then second year should include one semester of comparative vertebrate anatomy and one semester of local floristic study as described above.

Other Guidelines

1. As related work for potential biology majors, a year of college mathematics and a year of chemistry strongly recommended.

2. Other courses in physics, organic chemistry and geology acceptable or desirable.

3. All biology courses include laboratory experiences and carry a minimum of eight semester hours credit or twelve quarter hours for the year and four semester hours or six quarter hours for the semester.

ENGLISH

Freshman Year

Strong emphasis on English composition in written and oral forms, including such specific preparatory exercises as vocabulary building, spelling principles, reading for speed and comprehension, basic speech arts and English grammar (six semester hours or nine quarter hours).

Sophomore Year

Concentration upon an introduction to the study of masterpieces of literature and a continuation of the speech arts (six semester hours or nine quarter hours).

Other Guidelines

Sequences should be determined by faculty adivsors and counselors in light of the student's educational goals.

FOREIGN LANGUAGE

Freshman Year

Emphasis on audio-lingual skills. This year is to be accepted at face value toward total hours for graduation, with understanding that hours may be checked by a proficiency test or other means.

Sophomore Year

Stress on skills in reading and writing. In some cases, literary criticism may have a legitimate place.

Other Guidelines

1. College accepts high school student on basis of preparation in the four language skills as recommended by foreign language programs of the Modern Languages Association. Literature receives no special emphasis in high school except for students seeking advanced placement.

2. Basically, the public schools should concentrate on communication skills and colleges and universities on literature, advanced composition and syntax, and where possible, phonetics and applied linguistics (civilization where needed).

3. The idea of placement by years or units should be abandoned. For determination of performance in the skills, measurement should be by modern proficiency tests, whether administered by the junior or by the senior college at entrance. In respect to the autonomy of institutions of different goals, some variation in the pattern may be necessary.

HUMANITIES

Faculty members whose individual or collective breadth is sufficient in the areas of literature, the arts, music, and philosophy may wish to offer (possibly by team teaching) an integrated humanities course. Such courses may need to be broken down, for recording purposes, into more traditional titles in order to facilitate communication in transfer.

Freshman Year

The basic requirements of the humanities guidelines may be fulfilled through one of the following alternates:

1. An integrated humanities course (six to eight semester hours or nine to twelve quarter hours) organized chronologically or by themes to show man's appreciative and creative roles in art, music, literature, and philosophy.

2. A block or sequence of courses (six to eight semester hours or nine to twelve quarter hours) in at least three of the following fields:

art
music
literature
philosophy and/or religion

Sophomore Year

Sophomore work may include electives and/or requirements of a more advanced or applied nature in one or more of the areas.

Other Guidelines

1. Sequences should be determined by faculty advisors and guidance counselors in light of the student's educational goals.

2. Applied courses in art and music may not be used in meeting requirements of general education guidelines.

MATHEMATICS

Freshman and/or Sophomore Years

1. For non-science majors whose curriculum does not require a sequence of two or more calculus courses:

Requirement of six semester hours or nine quarter hours of mathematics for graduation with content selected from most of the following topics: fundamentals of algebra; sets, relations, and functions; the real number systems; finite mathematical systems (modulo arithmetic); logic; statistics and probability with simple application to the social sciences; analytic geometry of the plane; graphs of relations; other geometries; basic notions of elementary integral and differential calculus.

2. For students whose curriculum requires a sequence of two or more calculus courses:

The offering is to follow the Mathematical Association of America's A General Curriculum in Mathematics for College (1965), page 9 (see Guideline 3 next page):

Calculus with analytic geometry (nine semester hours or equivalent quarter hours)

Linear algebra (three semester hours or equivalent quarter hours)

Other Guidelines

1. The topics in item 1 above are to be covered at a level sufficient to prepare the student to take either 1) a moderately rigorous calculus course, 2) a moderately rigorous course in modern algebra or linear algebra, or 3) a moderately rigorous course in modern geometry.

2. For science and mathematics majors it is desirable that the minimum high school pre-requisite for the course content be two years of algebra, one year of geometry, and one-half year of trignometry.

3. Mathematics 1, Introductory Calculus (three semester hours or equivalent quarter hours) - differential and integral calculus of the elementary functions with associated analytic geometry.

Mathematics 2, 4, Mathematical Analysis (three semester hours or equivalent quarter hours each) - techniques of one-variable calculus, limits, series, multivariable calculus, differential equations.

Mathematics 3, Linear Algebra (three semester hours or equivalent quarter hours) - systems of linear equations, Vector spaces, linear dependence, bases, dimensions, linear mappings, matrices, determinants, quadratic forms, orthogonal reduction to diagonal form eigenvalues, geometric applications.

PHYSICAL SCIENCES

Freshman and/or Sophomore Years

1. For non-science majors:

Requirement of one year (eight semester hours or twelve quarter hours) of one of the following alternates: chemistry, physics, any earth science with laboratory or integrated science with laboratory.

2. For science majors:

a. Majors in agriculture, biology, and home economics:

Requirement of one year of chemistry

b. Majors in engineering (all branches), physics, chemistry:

Requirement of one year of the following: chemistry, physics with calculus pre-requisite or corequisite, and mathematics including integral and differential calculus

c. Majors in mathematics:

Requirement of one year of physics

d. Majors in pre-dentistry, pre-medicine, pre-veterinary medicine, and medical technology:

Requirement of one year of each of the following: chemistry and physics

Other Guidelines

1. Full credit is given for integrated science courses with laboratory that combine several sciences as long as courses are appropriate to student's educational goals.

2. All physical science courses, in order to meet program requirements, must include laboratory experiences and carry a minimum of eight semester hours or twelve quarter hours credit for the year.

3. Science courses without laboratory experiences may be considered for transfer as elective credit only.

PHYSICAL EDUCATION

Freshman and Sophomore Years

1. A two-year course (four semester hours or six quarter hours) meeting three hours per week (semester or quarter) and providing opportunities for acquiring knowledge, attitudes, and skills in a variety of activities designed to contribute to the total education of the student. These include:

    a. Knowledge of basic health, fitness, and physiological principles relating to physical activity.

    b. Leisure time skills for present and future use in life.

    c. Learning experiences in a majority of the following: acquatics individual sports, team sports, rhythms, physical fitness, and recreational skills.

2. An elective course (three semester hours or equivalent quarter hours) in personal and community health. This course should be separate from the above physical education course.

Other Guidelines

1. All students will meet the two-year physical education requirement. Special programs may be designed by institutions to meet unusual problems (i.e., health, age, and others.)

2. Athletes should not receive blanket excuses from the physical education program. Participation on a varsity team "in season" may be counted for physical education class credit. During the "off season" the athlete should attend class as any other student. He should in all instances be expected to meet the same general departmental regulations regarding program content as required of any other student.

3. Two-year colleges should not attempt to offer professional courses in health, physical education, and recreation. The colleges should emphasize the preparation of students in general education (liberal arts) and in the science areas, particularly the biological sciences. The two-year college can best serve the above pre-professional areas by providing for experiences and excellence in activity skills, competitive athletic experiences, basic health knowledge and general guidance of students interested in health, physical education, and recreation as a career. Counselling with respect to the requirements or the senior college to be selected is most desirable.

SOCIAL SCIENCE

Freshman Year

A history of world civilization course (six semester hours or nine quarter hours) should represent the basic course in social science. Specifically, this course should include non-western areas.

Sophomore Year

Other freshman and sophomore work may include electives and/or requirements in one or more of the following fields and subjects.

1. History
   a. The American history survey (six semester or nine quarter hours)
   b. It was agreed that a history course offered at a junior college, which coincides with a course designed for juniors and seniors of a senior college, normally should be accepted as a free elective but should not count toward satisfaction of major degree requirements.
2. Economics and business administration
   a. Principles of economics (six semester or nine quarter hours)
   b. Principles of accounting (six semester or nine quarter hours)
   c. Statistics (three semester or equivalent quarter hours)
3. Geography
   a. Physical geography (three to four semester or equivalent quarter hours)
   b. World survey (three semester or equivalent quarter hours)
   c. Economic geography (three semester or equivalent quarter hours)
   d. A regional study
4. Political science
   a. American (federal) government (three semester or equivalent quarter hours)
   b. State and local government (three semester or equivalent quarter hours)
5. Psychology
   a. General psychology (three to four semester or equivalent quarter hours)
6. Sociology
   a. Principles of sociology (three semester or equivalent quarter hours)
   b. General anthropology (three semester or equivalent quarter hours)

Other Guidelines

1. Interdisciplinary courses of sufficient cultural breadth and depth should be given appropriate and equivalent credit for either the freshman or sophomore years.

2. In all cases course sequences should be determined by faculty advisors in light of the student's educational goals.

APPENDIX K

STATE SCHOLARSHIP PROGRAMS

(Reprinted from *An Analysis of Financial Aid Programs, Operations and Resources in the Public Senior Institutions of Higher Education in North Carolina*, Part I, in draft, prepared by the College Entrance Examination Board for the North Carolina State Board of Higher Education)

Nash[1] generalizes about state scholarship programs:

> The majority do not make awards to allow students to go to college out of state. For the 10 states with data the average family income of those awarded scholarships was $6,200. The 16 states for which there is data awarded $98,100,000 in grants to 259,000 students in 1966. The award received by the average student was approximately $380. Two-thirds of the money was awarded in New York State. In some of the states (such as California, Illinois, and New York) most of the money goes to students attending private institutions, however, in others such as Michigan and Oregon, most goes to public institutions. For the 9 states on which there is data, half of the money goes to public institutions and half goes to private. In some cases the state scholarship programs have a specific purpose, such as in California where the program is intended to help private institutions survive in competition with the strong system of public higher education in the state.

Ferguson[2] reported that the majority of seventeen state scholarship programs approved awards for undergraduate study only, limited the size of an award to tuition or tuition and fees, annually renewed awards to qualified recipients, and related the stipend to demonstrate financial need. According to Ferguson, most state scholarship programs select recipients through competitive procedures, but typical candidate qualifications fall below those scholastic standards usually associated with "scholars."

Taylor and Kates[3] conducted a survey of nine state grant and scholarship programs in an attempt to update earlier surveys. They did not include programs for nursing education, teacher education, tuition remissions, or war orphan benefits. Their survey was restricted to programs of undergraduate gift aid in Connecticut, Illinois, Indiana, Massachusetts, New Jersey, New York, Pennsylvania, Rhode Island, and Wisconsin. A brief description of each state program follows with the exact text reproduced from Taylor and Kates. A description of the Florida Board of Regents Scholarship Program, established in 1963 and funded in March 1968, also is included.

---

[1] George Nash, "Student Financial Aid - College and University," in *Encyclopedia of Educational Research*, ed. by Robert L. Ebel (New York: McMillan Company, in press).

[2] Josephine L. Ferguson, *A Survey of State Scholarship Programs*, *Report on Questionnaire Distributed to Seventeen State Programs*, multilithed report prepared for distribution by the Committee on Scholarships and Financial Aid at the Annual Meeting of the American Association of Collegiate Registrars and Admissions Officers, February 1967.

[3] Graham R. Taylor and Robert J. Kates, *Student Financial Aid Study for the Commonwealth of Massachusetts*, College Entrance Examination Board (New York, 1967).

Connecticut

Connecticut operates a competitive scholarship program which selects students on the basis on high school grade 11 rank in class and College Entrance Examination Board Scholastic Aptitude Tests. Awards range in size from $100 to $1,000. Awards may not be used out of state. The upper limit of awards has been recently moved from $750 to $1,000 but no extra funds have been made available. In 1966-67, the program awarded $324,850 to 544 students. Three-hundred-seventy-two of these students were freshmen who received awards amounting to $217,100. The target of the Commission for 1967-68, based on a $750 maximum award, is 900 students and $540,000, and for 1968-69 the target is $690,000 to 1,150 students. In addition, the state runs an interesting new grant program for very low income students for which $75,000 will be available in 1967-68 and $125,000 in 1968-69.

Funding in smaller amounts is made directly to the state colleges for scholarships for war orphans and necessary matching monies in order that the state colleges and the University of Connecticut may take advantage of the Federal College Work-Study Program and the National Defense Student Loan Program.

Illinois

The Illinois State Scholarship Commission runs two scholarship programs, one a competitive program and the other a grant program, both designed to help equalize the cost to the student between public and private institutions of higher education, and is also the state agency for the Guaranteed Loan Program. The maximum size of a grant award is $1,000, may not exceed tuition and fees, and is based on need. Use is restricted to approved colleges in Illinois. The size of the Illinois program is as follows:

ILLINOIS SCHOLARSHIP AND GRANT PROGRAMS

	1966-67 Monetary Awards		1967-68 Monetary Awards		1968-69 Monetary Awards	
	#	$	#	$	#	$
1st year (freshman) competitive awards	2843	$1,733,000	3900	$2,371,000	5900	$3,800,000
Renewal awards	4274	2,900,000	5600	3,680,000	7000	5,000,000
Grants	1850	1,238,000	7500	4,000,000	18,000	10,000,000

The legislature in Illinois makes no direct appropriation to state colleges and universities for undergraduate scholarship purposes.

Indiana

In 1965, the state enacted its Competitive Scholarship Program designed to assist qualified students in attending the college of their choice within Indiana. The awards are limited to tuition and fees and range in size from $100 to $800. In 1966-67, $379,000 was allocated to 830 freshmen. For the biennium 1966-68, $3,862,850 was appropriated for the program. Junior rank in class and College Entrance Examination Board Scholastic Aptitude Tests are the criteria for selection. The number of awards is limited to the need of the students and available funds.

New Jersey

New Jersey has a competitive scholarship program and a grant program, both administered by the State Scholarship Commission. The competitive program provides awards of up to $500 to able and needy students. Awards are limited to tuition only and 35% of the awards may be used out of state. In addition to the competitive program, incentive awards were made available to 2,300 students for $850,000 in 1967-68. These incentive awards are made to residents of New Jersey, for use in in-state institutions if the tuition is above $500, up to a maximum of $500. The competitive program will make available in 1967-68 4,600 freshmen awards for $1,725,000 and 11,000 upper-class awards for $4,125,000. The State estimates the average award at $325. The total investment in the two programs is $6.5 million. The State makes no direct appropriations to state colleges, but does assist Rutgers in its scholarship program. The Commission is also the administering agency for the State Loan Program.

New York

The oldest of the state competitive scholarship programs is the New York Regents Program. This is currently supplemented by a scholar-incentive program. The State is now considering a revision of its whole complex scholarship and fellowship program, working toward a program in which full cost and concomitant student need related to that cost will determine the size of awards. It is hoped that by 1975 some $250,000,000 might be available to finance this program. (See the report _The Opening Door_ of the College Entrance Examination Board for the New York State Board of Regents.) The Regents undergraduate program offers awards of $250 to $1,000 limited to tuition and fees and to in-state use. Over $30,000,000 was available to over 70,000 undergraduates in 1966-67. Some 155,000 undergraduates received some $25,000,000 in scholar-incentive payments. These awards may be as large as $500 and may be used by students pursuing full-time degree programs in approved colleges in New York State charging tuition of $200 or more a year. Where need is severe and tuition at least $1,500, a student may, therefore, receive state awards totaling $1,500 per year. In addition, the State makes available $2,000,000 annually to be administered by the State University of New York for low income students. This pays the difference between tuition and the scholar-incentive award for those who need it. New York's is a large and sophisticated program and includes a highly sophisticated graduate fellowship program as well as a comprehensive program for nursing education, and for the children of deceased and disabled veterans.

Pennsylvania

Pennsylvania's comprehensive Higher Education Assistance Agency (PHEAA) is a relative newcomer to the scene. The Agency manages the affairs of all undergraduate financial aid within the state including the state loan program. The purpose of the competitive scholarship program is to assist the most able and the most needy undergraduates with awards ranging from $200 to $1,200, determined by need. Awards may be taken out of state. Approximately one-third of the funds do, in fact, go out of state. $31,500,000 had been authorized as of July 31st for awards for 1967-68 to some 40,000 students. Matching money to institutions for the Federal College Work-Study, National Defense Student Loan and Educational Opportunity Grant Programs has been authorized at $2.1 million for 1967-68, bringing the total for student aid to $33.6 million. Estimates by State authorities suggest the program may reach as much as $60,000,000 by 1969-70. Funds for vocational education are available for out-of-state students on a limited basis. The State does not make direct allocations to state institutions for use for student aid other than matching funds for the three federal programs, College Work-Study, National Defense Student Loan and Educational Opportunity Grant, with the allocation for these at $2.1 million for 1967-68.

Pennsylvania is the only state in the country to make grants available to students attending proprietary trade and business schools. The PHEAA, in cooperation with the Department of Public Instruction, and the State Board of Private Trade and of private business schools reviews the individual course of study for approval for scholarship awards. The course offered, to be approved, must be on a full-time basis and for at least two academic year's duration.

Rhode Island

The State of Rhode Island runs a most ambitious scholarship program. Competitive scholarships of $250 to $1,000 are available to 5% of the senior high school class enrolled each October. There is currently legislation before the Rhode Island Legislature to expand this percentage. The award may be used toward all student expenses and may be used out of state. Although there is no limit on out-of-state use, approximately one-third of the funds are used out of state, a stable ratio since the inception of the program. For 1967-68, 578 freshmen will receive approximately $433,500 and 1,409 upperclassmen will receive approximately $1,056,750. The Legislature appropriates for the state colleges and university matching funds for the National Defense Student Loan and College Work-Study Programs, but not for general scholarship purposes.

Wisconsin

In Wisconsin, the Commission for Higher Educational Aids manages all forms of aid for undergraduates. The Honor Scholarship Program in 1966-67 awarded $673,000 to 1,781 students. This award is based on high school record and an assessment of the student by his secondary school and is nonrenewable. The number of awards is a function of the school population. For instance, a school with up to 250 students will receive two awards selected by the school; 251 to 749, four awards, 750 and above, six awards. The Wisconsin Tuition Grant Program for 1966-67, as provided by statute, is available to students attending Wisconsin institutions which have total tuition cost in excess of $400 per academic year, in effect the private institutions. The size of the grant is a maximum of $500 for two semesters, and the annual effective income of the family is used in determining the size of the award. A $500 maximum grant would go to a family with an annual effective income of $2,000 or less. This changes by $50 intervals for each $1,000 increase in effective family income up to $10,000 at which level the student receives $100, with no grant for family incomes over $10,000. In 1966-67, 2,564 freshmen and sophomores received $738,007. When the program is in full operation in 1968-69, it is anticipated that $1,500,000 will be available to some 5,000 students.

The Commission manages all aids to higher education including the State Student Loan Program, Nursing Education Scholarships, and a Tuition Reimbursement Program for students who wants fields of study the State system does not offer. It also handles some $3,500,000 in funds distributed to the state universities, the University of Wisconsin, and the Vocational and Technical Institutions for scholarships based on need, worth and leadership.

Massachusetts

In addition to the $500,000 appropriated for the General Scholarship Program, $600,000 is allocated to the University of Massachusetts for student aid, $478,000 for direct grants to student aid and $122,000 for College Work-Study and National Defense Student Loans matching, and $600,000 to the other state supported institutions primarily for matching purposes for the same two federal programs.

Florida[1]

The Florida Board of Regents Scholarship Program is for students who are graduates of Florida high schools who have ranked in the upper 10 percent of the Florida Twelfth Grade Test (a college entrance examination administered to all Florida high school seniors by the University of Florida), achieved a 3.5

---

[1] Information provided by the staff of the Florida State Board of Regents.

high school average (4.0 scale), and have a demonstrated financial need. Need is determined by the Board of Regents Scholarship Program staff on the basis of either a Parents' Confidential Statement of the College Scholarship Service or the Family Financial Statement of the American College Testing Program. The maximum size of a stipend is $1,200 a year and cannot exceed the tuition and fee charges of a student's college. The minimum award is $100. Scholarships can be used at any accredited Florida college or university. The awards are renewable if a student earns a "B" average in college and if the Florida Legislature renews the Program each year.

The Program was established in 1963, however the Legislature did not fund it until March, 1968. From 1963 until 1968 Scholarship winners were awarded a Certificate of Merit in lieu of a monetary award. The 1968-69 appropriation for the Program is $1.5 million dollars and restricted to this year's high school graduating seniors. Upperclassmen who met the qualifications for the Scholarships in previous years and who received the Certificates of Merit are not eligible for financial assistance under the Program, although the size of the appropriation would have been sufficient to do so. Because of this limitation and the fact that the program was funded rather late in the academic year, 1968, only $300,000 of the $1.5 million dollar appropriation will be spent. Approximately 500 students will receive awards, although potentially there are 4,000 students eligible to apply for them. Many eligible students had already made plans to attend college out of state or had received sufficient financial aid from the colleges of their choice by the time the Regents Scholarship Program was funded.

APPENDIX L

THE STATES AND PRIVATE HIGHER EDUCATION

(Reprinted from Allan O. Pfnister and Gary Quehl,
Report on the Status of Private Higher
Education in the State of Missouri,
June 1, 1967, pages 51-56)

While the United States Supreme Court has generally moved in the direction of finding exceptions to the "establishment" clause of the First Amendment in specific cases involving government aid to private and sectarian educational institutions, explicit prohibitions in state constitutions and a tendency to tighten the interpretation of these restrictions has made the states' role in aiding private higher education over the years a very limited one.

The constitutions of some forty-seven states contain sections forbidding, in various forms, direct appropriations of tax funds to institutions that are privately controlled or are under some kind of sectarian religious control.[19] Only Pennsylvania, Maryland, and Vermont continue to make regular annual legislative appropriations directly to private institutions,[20] and Maryland and Vermont are the only two states in the Union that do not have any specific constitutional provision barring the use of tax funds -- either direct or indirect -- for schools controlled by religious organizations.[21]

1. Review of Existing Arrangements Between State Governments and Private Higher Educational Institutions

In order to gain some overview of the relations of state governments to private higher educational institutions, we sought information from state higher education boards, commissions, and coordinating committees. The Office of the Executive Secretary of the Missouri Commission on Higher Education in August, 1966 wrote to officials in the 48 states within the continental United States, i.e. to the person who might be considered the officer responsible for statewide planning for higher education, whatever the planning structure was or the title of the officer might be. Because state planning and coordinating currently are carried on under so many different forms and structures, varying from established boards with full-time executives to committees or councils with limited structure, the responses varied greatly in degree of specifity.

---

[19] Chambers, M. M., The Colleges and the Courts Since 1950. Danville, Illinois: The Interstate Printers and Publishers, Inc., 1964, pp. 185-186.

[20] *Ibid*., p. 186.

[21] Robinson, Joseph B., "Summary and Analysis of the Maryland Court of Appeals' Decision on State Aid to Church Colleges: Horace Mann Lee v. Board of Public Works of Maryland." A Journal of Church and State, VIII, No. 3 (Autumn, 1966), pp. 408-409.

The one thing that has done more than anything else to force the establishment of some kind of agency in every state to be concerned with statewide higher education is the requirement under the Educational Facilities Act for a state committee to review proposals and make recommendations regarding the use of federal funds for the construction of facilities. Some contact is thus provided in each of the states. The letter of inquiry was followed by phone inquiries made to a number of the key states. Subsequently another survey was undertaken by the Office of the Executive Secretary to secure more specific information regarding state scholarship programs. In all, we are able to identify information for 36 states.[22] Since the intent is not so much to secure a complete report of existing arrangements as to review the range of approaches, the sample of 36 states seems large enough to allow some generalizations.

Among the 36 states direct and indirect contacts with private colleges were reported as follows: scholarship aid to students in particular institutions, such as Alabama's aid to students attending Tuskegee Institute; scholarship, tuition equalization and loan plans in one form or another in 22 states; contractual arrangements for specific services or programs; direct appropriations for current operations; direct appropriations for construction or improvement of facilities; special agencies to administer special programs, such as the Alabama Commission on Arts, or the establishment in New York State of the Distinguished Professorship Program. The most frequently reported arrangement is a form of state scholarship or tuition equalization program, in which amounts ranging up to $1,500 per year are made available to students for attending the institution of their choice. The next most frequently reported approach, although in much fewer institutions, is some form of contractual arrangement for special programs or services.

Scholarship Programs. --The scholarship programs now in existence reflect considerable variation. Basic to all of the programs, however, is the principle that the award is given to the student and not to the institution, and that the student may attend the college of his choice, generally within the state, public or private. The basic rationale is that state tax funds may and should be used to expand higher educational opportunities for worthy students within the state. By emphasizing that the aid is to the student such programs do not appear to raise the question of using state monies for aid to private and more specially to church related institutions. In this sense, accordingly, it is perhaps not wholly appropriate to label a scholarship program as aid to private institutions. On the other hand, the experience seems to be that of the recipients of scholarship aid, proportionately more attend private than public institutions. In California, for example, in 1965-66 almost two-thirds of the scholarship winners attended private higher educational institutions, and in Illinois, recent figures show approximately 82% of the recipients attending private institutions. But in Kansas, less than one-fourth of the scholarship recipients enrolled in private institutions. The overall pattern of higher educational opportunities available in the state is, of course, a factor; the presence of a scholarship program may not add appreciably to private college enrollments. Nonetheless, the student is given more of an option; should he desire to attend a private institution, higher tuition in the private colleges becomes less of a barrier to him.

---

[22] The 12 within the continental United States for which we received no information are: Arkansas, Florida, Minnesota, Mississippi, Nebraska, Nevada, New Hampshire, South Carolina, South Dakota, Tennessee, Utah and Wyoming.

While the scholarship award is made to individual students on the basis of potential and need, the funds are most often transmitted directly to the institution designated by the scholarship recipient. In some few instances, the funds are paid directly to the recipient (New Jersey, Oregon, Michigan, Wisconsin) or jointly to him and the institution (Vermont). The formula for determining the amount of the award usually contains reference to ability as measured by a standard college admissions test or by a special state examination, rank in high school graduating class, and financial need. The latter may be determined by an analysis of the Parents Confidential Statement of the College Entrance Examination Board. Maryland, Michigan, and the New York Regents Program administer specially constructed examinations. The level of ability required for an award varies somewhat from state to state; determining factors may be the number of applicants and the funds available. In California, for example, minimum SAT scores of those students awarded state scholarships in 1965-66 averaged 1295. On the other hand, Maine refers to the ability criterion as "satisfactory" scholastic record in secondary schools and performance on achievement tests. Pennsylvania provides for "satisfactory" academic achievement. The Scholar Incentive Program in New York extends assistance to a much broader range of ability in entering students.

Within our limited sample, 5 states allow the scholarships to be used in institutions out of the state (Massachusetts, Rhode Island, New Jersey, Pennsylvania, Vermont). In addition, the state of Maine allows the scholarship to be used outside of the state if the program in which the student enrolls is not available within one of the existing institutions in the state. The New York Regents College Teaching Fellowship allows the recipient (who is preparing to teach in one of the New York institutions) to use the fellowship in any accredited institution within the United States. Two of the programs provide tuition equalization grants designated for attendance in private institutions; in addition to the regular state scholarship award there is an additional award available to students attending private institutions. In Michigan the scholarship grant of up to $800 may be supplemented by an additional amount of up to $500 if the recipient elects to attend a private college.

Of 17 scholarship plans on which more detailed information is available, we found 10 were begun since 1961. One of the programs, the New York Regents College Scholarship Program has been in existence since 1913. Certain other New York programs have been added since, among the most recent being the Lehman Fellowships in Social Science and Public Affairs and the Regents Fellowships in the Arts, Sciences, and Engineering, begun in the 1960's. The maximum amount of aid available to a student varies from $400 per academic year under the Maine program to $1,500 in the California program. A combination of the Regents Scholarship and Incentive Award can provide up to $1,800 in the state of New York. Scholarships may be restricted to expenditure for tuition and fees, but in some programs the funds may go for books, living expenses, and other items (Rhode Island, Oregon, Vermont, New York, Connecticut, Pennsylvania). All of the programs on which we have information permit the funds to be used for attendance at both public or private institutions.

One of the most comprehensive scholarship programs in the United States is that developed by New York State. For 1965-66, the state of New York appropriated more than $27,000,000 for annual scholarships. The College Entrance Examination Board recently contracted with the state to study the relationship between access to higher education and the operation of the student financial aid program in New York. The report was issued under the title _The Opening Door: A Review of New York State's Programs of Financial Aid for College Students_.[23] In brief, the New York Program consists fo the Regents College Scholarship Program, established in 1913 and providing four-year scholarships awarded on the basis of competitive examination and in proportion to number of residents in assembly districts. The stipend has been increased from $100, where it remained for some 33 years, to its present maximum of $1,000. Since 1958, the ability to pay has been taken into consideration in determining the size of the scholarship. In later years New York has introduced special scholarships for children of disabled or deceased war veterans, a program now providing 500 scholarships at a stipend of $450 per year. Medical and dental scholarships have been established as well as awards in basic nursing. A fellowship program in college teaching came into existence in 1958, and more recently the Lehman Fellowships in Social Sciences and Public Affairs and the Regents Fellowships in the Arts, Science, and Engineering have been established.

A new program, the Scholar Incentive Program was established in New York in 1961. This is not a competitive award, but it is directed toward the mass of students going to college. It is estimated that "80 percent or more of high school graduates could qualify, although in practice, a considerably smaller percentage do qualify by matriculating in a full-time undergraduate program."[24] The Scholar Incentive Awards may supplement other awards or scholarships, including Regents Scholarships and Fellowships. The study group is recommending a substantial expansion of the Scholar Incentive Program that in effect would provide some financial assistance on the basis of need for any resident of the state enrolled in a two-year college, four-year college or university, graduate or professional school within the state.

Contract Services. --In a limited number of states contractual arrangements have been worked out between state governments or state agencies and private higher educational institutions. The state of New York offers a long standing example of contracting between the state and private institutions.

---

[23] Richard Pearson, _The Opening Door: A Review of New York State's Program of Financial Aid to College Students_, New York: College Entrance Examination Board, 1967.

[24] _Ibid._, p. 39.

Until they became part of the State University of New York in 1949, agriculture, industrial and labor relations, home economics and veterinary medicine at Cornell University were maintained through contracts with the state. While now a part of the State University of New York, they are still operated as integral units of Cornell and administered by Cornell in the same manner as other divisions at the University. Similar arrangements were made in the College of Ceramics at Alfred University. The public administration program offered jointly by Syracuse and New York University is another example of contracted service. Other contemporary examples are the support of undergraduate and graduate instruction in engineering and veterinary medicine as well as undergraduate work in agriculture at Tuskegee Institute by the State of Alabama. In Louisiana there is an arrangement between the State Hospital Board or the State Board of Health, with the Tulane University Medical School. The State Board of Education of New Jersey annually contracts for education and services with the Board of Trustees of Newark College of Engineering. New York has recently had a bill before the legislature that would authorize the Department of Education to contract with private institutions to provide programs in areas of critical need.

The number of examples of contract service is not large, but that such programs do exist in some states indicates the feasibility of such developments. One of the reports from the State of California (one of the letters received by the Executive Director) indicates that there is nothing in the state law which would prohibit the state from contracting for services with private higher educational institutions. The point is made, however, that if the state were to undertake such a contract in lieu of establishing a new public higher educational institution or program, special legislation might be necessary. Connecticut has a Research Commission which is empowered to initiate and support research to be carried on by private institutions in the state. In Alabama a commission on the arts can grant funds to private institutions in order to encourage participation in the arts.

The critical question in the development of contract arrangements is whether and to what extent a state wishes to supplement and make use of existing programs in a given locality. On the basis of sheer economy, it may be better to make use of the special services in an existing institution than to create a new structure. For example, it would seem to require less investment to make use of a program in architecture in an existing university rather than set up a separate program in architecture which would in turn need supporting courses and services from other units which would, if an architecture program were separately organized, have to be supplied in addition to the primary courses in architecture.

Direct Appropriations.--There are a limited number of instances in which state governments or state agencies grant funds directly to private institutions. Alabama provides financial support to Marion Institute and Walker County Junior College. Pennsylvania has long supplied funds for the University of Pennsylvania and Temple University; these have been state-assisted institutions for many years, although they are privately controlled and supported. New York is providing funds for an expanded program in medical education. State expenditures are allocated on a per-student-per-year basis, with direct grants to each institution. Maryland has given grants to private schools for facilities. In Maryland, in spite of the recent court case, the right of the state legislature to provide funds for non-sectarian institutions was by implication affirmed; the essential question was whether or not funds could be given to sectarian institutions. (In the pages that follow a more detailed report on this particular case will be given.) The master plan for the state of Ohio recommends governmental assistance to private colleges for physical facilities.

While direct appropriations have been made in only a few instances, most of the prohibitions in the state constitutions regarding the use of funds for private institutions are directed toward guaranteeing that the funds will not be used in sectarian institutions. That the funds might be given to private, non-church-related institutions, would still seem an open possibility.

Facilities.--As the analysis in a subsequent section of this report shows, although the Maryland Decision resulted in effect in eliminating sectarian colleges from receiving grants for the construction of educational facilities, such grants are presumably possible to private, non-sectarian institutions. In the state of New York, the State Dormitory Authority, created in 1944, is empowered to construct, equip, and maintain such facilities as those employed for student housing, academic purposes, libraries, laboratories, classrooms, or "any other structures essential, necessary, or useful for the instruction in the higher education program" on the campuses of both public and private institutions located within the state. The Master Plan adopted by the Ohio Board of Regents in June, 1966, recommends, among other things, that the state should "consider an arrangement to provide facility assistance to accredited privately sponsored colleges and universities through construction and leasing of new classroom, library, and laboratory buildings needed for expanding enrollments, if such a program is permitted under the state and federal constitutions.[25] House Bill 20 of the General Assembly Special Session of 1964, established the principle that buildings could be built by the state and leased to certain non-profit colleges and universities.

Other.--The state of New York has established a Distinguished Professorship Program, whereby endowed chairs have been established at 10 centers of excellence. Most of these have gone to private higher educational institutions, and one has also gone to a clearly religiously affiliated institution, Fordham University. The Higher Education Facilities Act of 1963 has brought about a closer relationship between public and private institutions, in that a state agency has to serve as the reviewing and recommending agency for the granting of funds to both private and public institutions. The Missouri cooperative arrangements mentioned earlier in the report include both public and private institutions; both the Higher Education Coordinating Council of St. Louis and the Kansas City Regional Council include public and private institutions. In North Carolina the Piedmont University Center has approximately 16 institutions, both public and private, each of which contributes funds to finance institutes, guest lecturers and programs in the arts.

---

[25] Ohio Board of Regents, Master Plan for State Policy in Higher Education. Columbus, Ohio: Ohio State Board of Regents, 1966, p. 3.

Appendix L (continued)
Page 7

In general, the major thrust of state assistance to private colleges has been in the way of scholarship programs, and this is an indirect rather than direct approach. Direct approaches are few in number and limited to contract services and in very few instances, direct appropriations.

APPENDIX M

NORTH CAROLINA'S PARTICIPATION IN THE HIGHER EDUCATION FACILITIES ACT OF 1963 (P.L. 88-204) FOR FISCAL YEARS 1965-68

by

Charles L. Wheeler, Director
State Commission on Higher Education Facilities

Purposes of Act

The three titles of the Higher Education Facilities Act of 1963 provide:

I. Grants for the construction of undergraduate academic facilities;
II. Grants for the construction of graduate academic facilities:
III. Loans for the construction of academic facilities.

The findings and declaration of policy in the legislation explains the rationale of the Congress in embarking upon a program of substantial support of academic facilities construction:

> The Congress hereby finds that the security and welfare of the United States require that this and future generations of American youth be assured ample opportunity for the fullest development of their intellectual capacities, and that this opportunity will be jeopardized unless the Nation's colleges and universities are encouraged and assisted in their efforts to accommodate rapidly growing numbers of youth who aspire to a higher education. The Congress further finds and declares that these needs are so great and these steps so urgent that it is incumbent upon the Nation to take positive and immediate action to meet these needs through assistance to institutions of higher education, including graduate and undergraduate institutions, junior and community colleges, and technical institutes, in providing certain academic facilities.

The United States Office of Education uses a planning factor of 150 gross square feet of academic facilities per full-time-equivalent student in projecting facilities needs.[1] This factor falls about in the middle of those used by a sample of institutions and state coordinating boards. The last time this standard was met was in fiscal year 1959. The concern expressed by the Congress in enacting the Higher Education Facilities Act is confirmed by the fact that, even with the facilities provided under this program, the deficit in facilities, as measured by this factor has continued to grow. Enrollments have increased more rapidly than facilities.

The Higher Education Facilities Act became law on December 16, 1963, but was not funded until fiscal year 1965. Table I indicates the level of funding by program for each year since that date.

---

[1] Division of College Facilities, U. S. Office of Education, "An Interim Assessment of Academic Facilities Needs and the Contributions of the Higher Education Facilities Act of 1963" (Washington, D. C., The Division, February 29, 1968).

Grants for Undergraduate Academic Facilities

Title I provides grants for the construction of "urgently needed" undergraduate academic facilities at colleges and universities. Separate appropriations are made: under Section 103 for public community colleges and technical institutes and under Section 104 for other institutions of higher education.

The act provides for state administration of Title I under a "State Commission" which is "broadly representative of the public and of institutions of higher education (including junior colleges and technical institutes) in the State." The North Carolina State Commission on Higher Education Facilities was created by executive order of the Governor to meet this requirement.

Allotments available to North Carolina under the two sections of Title I, by fiscal years, are shown in Table 2. The maximum federal share of eligible costs on a project is one-third under Section 104 and 40 percent under Section 103.

Fiscal Year 1968 was the fourth year this program had been funded. In that four-year period a total of 103 different projects received a total of $36, 360, 128 in federal assistance under this program. These projects are located at 55 different colleges and universities (public and private) in North Carolina. These projects are listed in Tables 3 and 4. The grant amounts reflect all project changes to the date of this report.

North Carolina normally ranks about twelfth from the top among the states in the amount of funds allotted under Title I. Because of the relatively large number of small institutions, and consequently small projects, in North Carolina, the State Commission ranks third or fourth in the number of applications processed.

Grants for Graduate Academic Facilities

Title II of the Higher Education Facilities Act provides grants to colleges and universities for the construction of graduate academic facilities. Review of the legislative history of this title suggests that its primary purpose is to increase the number of centers of graduate excellence in the country.

Title II is administered directly by the Graduate Facilities Branch of the Bureau of Higher Education in the United States Office of Education. The Advisory Committee on Graduate Education reviews all applications and makes final recommendations to the Commissioner of Education. The maximum federal grant is one-third of the eligible development cost of the graduate facility.

North Carolina institutions of higher education have not participated heavily under Title II. During the four years the program has been in existence, one private and one public university in the State have received assistance on four projects totalling $3,229,604 These projects are listed in Table 5.

Loans for Academic Facilities

Title III of the Higher Education Facilities Act provides loan funds for the construction of academic facilities. A loan or loan-grant combination cannot exceed 75 percent of the total development cost of the project.

Title III is administered directly by the Division of College Facilities of the Bureau of Higher Education in the United States Office of Education. Loans may not be made for a period exceeding 50 years. Although in the initial days of the program the interest rate fluctuated under a statutory formula, the current legislation fixes the rate at three percent per annum.

During the four years this program has been in existence, 18 projects have been funded in North Carolina. Two public and 16 private institutions received loans totalling $6,403,000. These projects and the loan amounts are shown in Table 6.

TABLE I

Congressional Appropriations to Higher Education Facilities Programs By Fiscal Year
(in millions of dollars)

Category	1965	1966	1967	1968 Appropriated	1968 After Adm. Reduction	1969 Budget (Proposed)
(Sec. 103) Public Community Colleges & Tech. Institutes	$ 50.6	$100.7	$ 99.7	$100.0	$ 67.0	$ 67.0
(Sec. 104) Other Public & Private Colleges	$179.4	$357.2	$353.3	$300.0	$200.0	$133.0
Title II (Graduate Grants)	$ 60.0	$ 60.0	$ 60.0	$ 50.0	$ 33.0	$ 25.5
Title III (Loans)	$169.3	$110.0	$200.0	$200.0	$150.0	$150.0

TABLE 2

North Carolina Allotments Under Title I of the Higher Education Facilities Act of 1963 by Fiscal Years

Category	1965	1966	1967	Appropriated 1968	1968 After Adm. Reduction	1969 Estimated*
(Sec. 103) Public Community Colleges & Tech. Institutes	$1,631,375	$3,013,290	$3,239,375	$3,250,427	$2,159,919	$2,159,919
(Sec. 104) Other Public & Private Colleges	$4,352,529	$8,554,052	$8,280,288	$7,030,301	$4,748,834	$3,157,975

---

*On basis of recommended Executive Budget

TABLE 3

North Carolina Grants for Academic Facilities under Title I of the Higher Education Facilities Act of 1963, Section 104 (other than community colleges) Fiscal Years 1965-1968

Institution	Facility	Grant Amount
Appalachian State University	Library Bldg.	$ 600,000
Appalachian State University	Health & Phy. Ed. Bldg.	574,782
Appalachian State University	Classroom Bldg.	518,750
Appalachian State University	Add. to Science Bldg.	880,000
Asheville-Biltmore College	Add. to Science Bldg. & Renov.	166,600
Asheville-Biltmore College	Add. to Phy. Ed. Bldg.	185,300
Barber-Scotia College	Phy. Ed. Bldg.	203,049
Belmont Abbey College	Phy. Sc., Math., For. Lang. Bldg.	259,600
Belmont Abbey College	Phy. Ed. Bldg.	244,503
Bennett College	Math. & Nat. Sc. Bldg.	373,105
Brevard College	Library Bldg.	169,579
Brevard College	Classroom & Faculty Office Bldg.	155,333
Duke University	Chemistry Bldg.	897,336
Duke University	Main Library Bldg.	730,324
Duke University	Add. & Renov. to Library Bldg.	195,819
Duke University	Phy. Ed. Bldg.	374,611
Duke University	Adm. Bldg.	314,027
East Carolina University	Add. & Renov. to Library Bldg.	259,500
East Carolina University	Science Bldg.	1,000,000
East Carolina University	Home Ec. Bldg.	359,625
East Carolina University	Renov. for Adm. Offices	78,574
East Carolina University	Classroom & Adm. Office Bldg.	1,000,000
Elizabeth City State College	Add. to Library Bldg.	199,953
Elizabeth City State College	Phy. Ed. Bldg.	108,000
Elon College	Library Bldg.	209,555
Elon College	Renov. to Sc. & 2 Clrm. Bldgs.	112,452
Elon College	Classroom-Office Bldg.	189,948
Elon College	Phy. Ed. Bldg.	166,133

N. C. Grants for Academic Facilities under
Title I of the HEFA of 1963, FY 1965-1968

Institution	Facility	Grant Amount
Fayetteville State College	Library Bldg.	$ 200, 000
Fayetteville State College	Science-Classroom Bldg.	143, 667
Fayetteville State College	Phy. Ed. Bldg.	193, 023
Guilford College	Renov. for classrooms & labs.	113, 062
High Point College	Science Bldg.	338, 621
Johnson C. Smith University	Library Bldg.	272, 160
Johnson C. Smith University	Science Bldg.	483, 518
Kittrell College	Add. & Renov. to Library-Clrm. Bldg.	80, 024
Lees McRae College	Library Bldg.	193, 633
Lenoir Rhyne College	Add. & Renov. to Library-Sc. Bldg.	254, 281
Lenoir Rhyne College	Drama-Lecture Bldg., Add. to Sc. Bldg.	68, 018
Livingstone College	Science Bldg.	190, 741
Livingstone College	Soc. Sc. Bldg., Add. to Library & Phy. Ed. Bldgs.	294, 461
Louisburg College	Library Bldg.	116, 483
Methodist College	Fine Arts & Adm. Bldgs.	483, 457
Mitchell College	Library Bldg.	220, 883
Montreat Anderson College	Phy. Sc.-Math. Bldg.	137, 161
Montreat Anderson College	Library Bldg.	236, 724
Mount Olive Junior College	Academic Bldg.	113, 437
Mount Olive Junior College	Library Bldg.	134, 510
N. C. A&T State University	Math.-Business-Lab. Bldg.	164, 765
N. C. A&T State University	Biology Bldg.	442, 500
N. C. A&T State University	Business portion of Clrm-Lab Bldg.	149, 464
N. C. College at Durham	Chemistry-Classroom Bldg.	255, 000
N. C. State University at Raleigh	Portion of Phy. Sc. Bldg.	467, 255
N. C. State University at Raleigh	Renov. for Chemistry Clrms. & Lab.	125, 000
N. C. State University at Raleigh	Partial Forestry Bldg., Add. to Lab. Bldg.	190, 000
N. C. State University at Raleigh	Partial Nuc. Sc.-Engineer. Bldg.	95, 982
N. C. Wesleyan College	Library Bldg. & Clrm. Add. to Gym. Bldg.	178, 700

N. C. Grants for Academic Facilities under
Title I of the HEFA of 1963, FY 1965-1968

Institution	Facility	Grant Amount
Peace College	Library Bldg.	$ 111, 957
Pembroke State College	Nat. Sc. Bldg. & Library-For. Lang. Bldg.	405, 853
Pembroke State College	Classroom Bldg.	167, 778
Pfeiffer College	Library Bldg.	324, 943
Pfeiffer College	Phy. Ed. Bldg., Renov. existing Phy. Ed. Bldg.	250, 167
Queens College	Nat. Sc. Bldg.	256, 308
Queens College	Renov. & Conversion of Sc. Bldg. to Clrm. Bldg.	97, 182
St. Andrews Presbyterian College	Phy. Ed. Bldg.	433, 894
St. Andrews Presbyterian College	Science Bldg.	724, 099
St. Augustine's College	Add. to Library Bldg.	45, 904
St. Augustine's College	Add. to Science Bldg.	58, 333
St. Augustine's College	Add. to Phy. Ed. Bldg.	68, 348
St. Augustine's College	Classroom Bldg.	226, 311
Shaw University	Library Bldg.	225, 300
U. N. C. at Chapel Hill	Library Bldg.	653, 333
U. N. C. at Chapel Hill	Add. to Lib. Arts Clrm. Bldg.	412, 342
U. N. C. at Charlotte	Engineer-Math Lab. Bldg.	436, 302
U. N. C. at Charlotte	Add. to Classroom Bldg.	138, 433
U. N. C. at Charlotte	Health-Phy. Ed. Bldg.	1, 000, 000
U. N. C. at Greensboro	Undergraduate portion of Life Sc. Bldg.	415, 742
Warren Wilson College	Lecture Hall, Add. & Renov. to Sc. Hall	69, 822
Western Carolina University	Add. to Library Bldg.	158, 694
Western Carolina University	Business Ed. Bldg.	430, 000
Wilmington College	Phy. Sc. & Library Bldgs., Renov. to 3 Biology Clrms.	827, 000
Wilmington College	Classroom-Lab. Bldg.	166, 667
Winston-Salem State College	Library Bldg.	178, 519
Winston-Salem State College	Greenhouse planetarium & observatory	66, 666
	TOTAL	$25, 212, 885

TABLE 4

North Carolina Grants for Academic Facilities under Title I of the Higher Education Facilities Act of 1963, Section 103 (public community colleges and technical institutes)

Fiscal Years 1965-1968

Institution	Facility	Grant Amount
Central Piedmont Com. Col.	Clrm. -Counsel-Adm. Bldg.	$1,123,970
Central Piedmont Com. Col.	Library Learning Center	1,047,114
Central Piedmont Com. Col.	Renov. to Clrm.-Lab. Bldg.	189,144
Davidson County Com. Col.	Multi-purpose Clrm. -Adm. Bldg.	406,159
Durham Tech. Inst.	Health Science-Clrm. Bldg.	95,534
Gaston College	Initial 4-bldg. Complex	387,902
Gaston College	Voc.-Tech. Clrm. Bldg.	556,341
Gaston College	Adm. Bldg.	121,720
Isothermal Com. Col.	Initial 3-bldg. Complex	734,842
Lenoir County Com. Col.	Initial 3-bldg. Complex	427,900
Pitt Tech. Inst.	Clrm.-Lab. Bldg.; Renov. to Clrm. Bldg.	54,000
Rockingham Com. Col.	Initial 3-bldg. Complex	1,165,046
Rockingham Com. Col.	Phy. Ed. Bldg.	284,108
Sandhills Com. Col.	Initial 3-bldg. Complex	913,949
Southeastern Com. Col.	Initial 5-bldg. Complex	709,742
Southeastern Com. Col.	Multi-purpose Clrm. Bldg.	44,778
Surry Com. Col.	Clrm., Science, & Lab. Bldgs.	718,437
W. W. Holding Tech. Inst.	Clrm.-Lab. Bldg.	25,000
Western Piedmont Com. Col.	Initial 3-bldg. Complex	832,036
Wilkes Com. Col.	Initial 3-bldg. Complex	830,278
	TOTAL	$10,668,000

TABLE 5

North Carolina Grants for Graduate Academic Facilities under Title II of the Higher Education Facilities Act of 1963

Fiscal Years 1965-68

Institution	Facility	Grant Amount
U. N. C. at Chapel Hill	Chemistry Building	$1,000,000
Duke University	Nuclear Laboratory Building	126,898
	Library	1,372,170
U.N.C. at Chapel Hill	Law School Building	730,536

TABLE 6

North Carolina Loans for Academic Facilities under Title III of the Higher Education Facilities Act of 1963

Fiscal Years 1965-1968

Institution	Facility	Grant Amount
Appalachian State University	Phy. Ed. Bldg.	$ 626,000
Brevard College	Library Bldg.	188,000
Chowan College	Library & Fine Arts Bldgs.	600,000
Elon College	Library Bldg.	273,000
Fayetteville State College	Phy. Ed. Bldg.	235,000
High Point College	Clrm. Bldg.	403,000
Kittrell College	Library-Clrm. Bldg.	100,000
Lees-McRae College	Library Bldg.	251,000
Livingstone College	Science Bldg.	224,000
Meredith	Library Bldg.	684,000
Methodist College	Adm. & Fine Arts Bldgs.	585,000
Mitchell College	Library Bldg.	278,000
Mount Olive Junior College	Library Bldg.	167,000
N. C. Wesleyan College	Library-Clrm. Addition	227,000
Pfeiffer College	Library Bldg.	406,000
Queen's College	Science Bldg.	320,000
Shaw University	Library Bldg.	287,000
St. Andrews Presbyterian College	Phy. Ed. Bldg.	549,000
	TOTAL	$6,403,000

APPENDIX N

DIRECTORS OF INSTITUTIONAL RESEARCH AT PUBLIC SENIOR INSTITUTIONS OF HIGHER EDUCATION IN NORTH CAROLINA

University of North Carolina (General Administration)	Arnold K. King
North Carolina State University	Nash N. Winstead
University of North Carolina at Chapel Hill	John Chase
University of North Carolina at Charlotte	Larry G. Owen
University of North Carolina at Greensboro	John Saunders
Appalachian State University	Robert Reiman
Asheville-Biltmore College	F. M. Wood
East Carolina University	John B. Davis
Elizabeth City State College	Carroll M. Rodgers
Fayetteville State College	Charles Brown
North Carolina Agricultural and Technical State University	Gloria Scott
North Carolina College	Jones Jeffries
Pembroke State College	Terry Hutchins
Western Carolina University	Aaron Hyatt
Wilmington College	Gerald H. Shinn
Winston-Salem State College	W. Archie Blount

APPENDIX O

ADVISORY COMMITTEES, LONG-RANGE PLANNING STUDIES

Advisory Committee on the Admissions Overlap Study

Advisory Committee on Computer Usage and Computer Science Curricula

Advisory Committee on the Interinstitutional Cooperation Study

Advisory Committee on Institutional Research

Advisory Committee on Negro Higher Education

Advisory Committee on Study of College Trustees

Advisory Panel on Student Financial Aid Study

Committee on Academic Programs, and sub-committees

Committee on Determination of State of Residence of Students

Committee on Faculty Studies, and sub-committees

Educational Television Advisory Council, University of North Carolina

Joint Committee on College Transfer Students

Joint Committee on Nursing Education

North Carolina Council on Higher Education for Adults

State Advisory Council on Community Service and Continuing Education Programs (Title I, Higher Education Act of 1965)

Steering Committee for Study of Extension, Continuing Education, and Community Service

CONSULTANTS AND CONTRACTS, LONG-RANGE PLANNING STUDIES

J. Stuart Devlin, Director, Association of Eastern North Carolina Colleges and Universities, Raleigh, North Carolina (interinstitutional cooperation)

Robert B. Downs, Dean of Library Administration, University of Illinois, Urbana, Illinois (libraries)

Arlon Elser, Chairman of Department of Agriculture, Western Illinois University, McComb, Illinois (administrative organization)

Ben C. Fisher, Director, Division of Christian Higher Education, North Carolina Baptist State Convention, Raleigh, North Carolina (trustees)

Richard H. Leach, Professor of Political Science, Duke University, Durham, North Carolina (academic programs and accreditation)

William Hugh McFarlane, Chairman, Department of Humanities, George Mason College of the University of Virginia, Fairfax, Virginia (goals and private higher education)

Edward R. McMahon, Coordinator of Instructional Resources, Mankato State College, Mankato, Minnesota (educational television)

Donald R. McNeil, Chancellor, University Extension, University of Wisconsin, Madison, Wisconsin (extension and continuing education)

Ida H. Simpson, Research Associate and Lecturer, Duke University, Durham, North Carolina (nursing education)

College Entrance Examination Board, Southern Regional Office, Sewanee, Tennessee (Robert E. Stoltz, Regional Director; James E. Nelson, CEEB Executive Associate Director; Kingston Johns, Jr., Regional Associate Director and Director of the Study) (student aid)

Educational Testing Service, Southeastern Office, Durham, North Carolina (Jay A. Davis, Director) (trustees)

Research Triangle Institute, Research Triangle Park, North Carolina (H. C. Sweeny, Director; G. A. Ranney; A. M. Huq; Philip B. McGill; Michael E. Rulison) (space utilization and cost analysis)

APPENDIX Q

PRINCIPLES OF FINANCIAL AID ADMINISTRATION

(Reprinted from "The Student Financial Aid Program - A Model," *An Analysis of Financial Aid Programs, Operations and Resources in the Public Senior Institutions of Higher Education in North Carolina* (Part I) (in draft), prepared by the College Entrance Examination Board for the North Carolina Board of Higher Education)

The statement of principles quoted below was developed by and for the colleges and universities which are members of the College Scholarship Service Assembly. It is predicated upon the belief that higher education should not be a privilege reserved only for those who can afford to purchase it, and that educational opportunities should not be restricted by the financial resources of the student and his family. These principles do not pretend to provide for every contingency, nor are they necessarily entirely appropriate for each institution. However, the principles do establish guidelines, and to some degree they do describe practices. The statement of principles expresses a basic philosophy to which large numbers of institutions subscribe and from which financial aid officers have developed similar standards for their own institutions. In addition to having been accepted by the more than 950 colleges which are members of the College Scholarship Service Assembly, this statement of principles formed the basis for the Midwest Compact on College Financial Aid, which had ninety-one signatory institutions in 1967-68, and for the statement of the Southern College Scholarship Group, with sixty-four institutional members during the 1967-68 academic year.

The following statement, which is reprinted annually by the College Entrance Examination Board in *Financing a College Education - A Guide for Counselors*, is the most widely accepted set of principles in the administration of financial aid for college students.

Statement of Principles

1. The primary purpose of a college's financial aid program should be to provide financial assistance to students who, without such aid, would be unable to attend the college.

2. Financial assistance consists of scholarships, loans, and employment, which may be offered to students singly or in various combinations.

3. The family of a student is expected to make a maximum effort to assist the student with college expenses. Financial assistance from colleges and other sources should be viewed only as supplementary to the efforts of the family.

4. In selecting students with need to receive financial assistance, the college should place primary emphasis upon their academic achievement, character, and future promise.

5. The total amount of financial assistance offered a student by a college and by other sources should not exceed the amount he needs.

6. In determining the extent of a student's financial need, the college should take into account the financial support which may be expected from the income, assets, and other resources of the parents and the student.

7. In estimating the amount that a student's family can provide for college expenses, the college should consider the factors that affect a family's financial strength: Current income, assets, number of dependents, other educational expenses, debts, retirement needs. In addition, it should consider such special problems as those confronting widows and families in which both parents work.

8. A student who needs financial aid should provide a reasonable part of the total amount required to meet college costs by accepting employment, or a loan, or both. Acceptance of a loan, however, should not be considered by the college as a prerequisite to the award of a scholarship or job.

9. Because the amount of financial assistance awarded annually reflects the financial situation of the student's family, a public announcement of the amount by the college is undesirable.

10. Consultation between colleges on the kind and amount of financial assistance to be offered a mutual candidate should be encouraged, since this assures relatively equal aid offers to the student, making it possible for him to choose a college on educational rather than financial grounds. This benefits both the student and the college.

11. The college should clearly state the total yearly cost of attendance and should outline for each student seeking assistance an estimate of his financial need.

12. The college should review its financial assistance awards annually and adjust them, if necessary, in type and amount to reflect changes in the financial needs of students and the cost of attending the institution, as well as to carry out the college's clearly stated policies on upper-class renewals.

13. The college itself should make every effort, and should cooperate with schools and other colleges, to encourage college attendance by all able students.

14. The college should strive, through its publications and other communications, to provide schools, parents, and students with factual information about its aid opportunities, programs, and practices.

APPENDIX R

RECOMMENDED STAFFING PATTERNS OF STUDENT FINANCIAL AID OFFICES

(Reprinted from "The Student Financial Aid Program - A Model," *An Analysis of Financial Aid Programs, Operations and Resources in the Public Senior Institutions of Higher Education in North Carolina* (Part I) (in draft), prepared by the College Entrance Examination Board for the North Carolina Board of Higher Education)

Based upon data from a national study conducted by the Bureau of Applied Social Research of Columbia University, the following minimum levels of staffing for institutions of various sizes have been proposed:

1. For enrollments of 1,000 students and less: a full-time Director, one full-time secretary or administrative assistant, and one half-time student assistant or equivalent.

2. For enrollments between 1,000 and 3,000 students: a full-time Director, one full-time secretary or administrative assistant, one full-time clerical worker and two half-time student assistants or equivalent.

3. For enrollments between 3,000 and 5,000 students: a full-time Director, one full-time Assistant Director for employment, three full-time secretaries, two full-time clerical workers and two half-time student assistants or equivalent.

4. For enrollments of 5,000 students and over: a full-time Director, three full-time Assistant Directors, one full-time Administrative Assistant, five full-time secretaries, four full-time clerical workers, and four half-time student assistants or equivalent.

Variations in the above staffing patterns can occur in institutions where an unusually large percentage of students are recipients of financial aid. In such cases, staffing requirements would be higher than indicated by size of enrollment.

APPENDIX S

SUMMARY OF FEDERAL AND STATE STUDENT AID CONTRIBUTIONS IN NORTH CAROLINA COLLEGES AND UNIVERSITIES DURING THE 1967-68 ACADEMIC YEAR

Institutional-Based Federal Programs. During 1967-68 the public senior institutions reported expenditures of $2.8 million in National Defense Student Loans, $1.6 million in Educational Opportunity Grants, and $1.6 million in the College Work-Study Program. During the same period, North Carolina private colleges and universities reported spending $1.5 million in National Defense Student Loans, $1.3 million in Educational Opportunity Grants and $3.2 million in the College Work-Study Program. Total federal student aid contributions to institutions of higher education in North Carolina during the 1967-68 academic year were approximately $12 million.

State Student Aid Programs. There are six specialized programs of student assistance provided by the state of North Carolina. The Prospective Teachers Scholarship Loan Program provides up to $600 per year to students who plan to enter the teaching field. Graduates who teach in North Carolina may repay the loan through teaching service. The 1967 General Assembly appropriated $1.4 million for this program for the 1967-69 Biennium. Loans of up to $900 per year are made to students who plan to teach mentally retarded children. The loan may be repaid by teaching service in a North Carolina public school. The sum of $200,000 was appropriated for this purpose for the 1967-69 Biennium. These programs are administered by the State Department of Public Instruction.

Over 1400 children of deceased and disabled veterans will receive approximately $1.6 million in educational benefits under a program administered by the State Department of Veterans Affairs.

Specialized loans for persons who plan to enter medical and paramedical fields, and social work and psychiatric social work are also provided. The 1967 General Assembly appropriated $600,000 and $51,500 respectively for these programs for the 1967-69 Biennium, administered by the North Carolina Medical Care Commission.

Certain funds are also available to assist the physically handicapped with educational costs under a program administered by the Vocational Rehabilitation Division of the State Department of Public Instruction. A total of $481,250 was appropriated for this purpose during the 1967-69 Biennium.

State appropriations for these five programs during the 1967-69 Biennuim came to approximately 4 million dollars.

Insured Loan Program. Under this program, private lenders (at present, banks and insurance companies) make loans to students to assist them with educational costs, the state insures the loans and an interest subsidy is provided by the Federal Government if the adjusted family income falls below certain levels. The majority of loans under this program in North Carolina are made on behalf of the North Carolina banking and insurance industries by the College Foundation, Inc., a private, non-profit, North Carolina educational foundation. During 1967-68, $1.2 million was lent to 2350 North Carolina residents attending all types of post secondary educational institutions, both in and out of state.

In addition, the 1967 General Assembly provided a state income tax exemption of $600 to parents or guardians of North Carolina students who are enrolled as full-time students in an accredited college. While the income tax exemption does not provide direct financial aid assistance to students, it does assist parents in meeting college costs.

October 25, 1968

APPENDIX T

DEFINITION OF OUT-OF-STATE STUDENTS IN NORTH CAROLINA PUBLIC COLLEGES AND UNIVERSITIES

Policies and procedures used to determine the in-state and out-of-state residency classification of students vary from state to state and from institution to institution. Generally and nationwide, it is more difficult to qualify as an in-state resident for tuition assessment purposes than it is to quality as a resident for voting or other purposes. Because tuition charges for out-of-state students are higher than for in-state students, uniform and publicized classification regulations are important to the individual student.

The 1962 Report of the Governor's Commission on Education Beyond the High School stated:

> In levying tuition charges, questions from time to time arise as to the residence status of particular students. All of the institutions have adopted their own regulations on this subject. We believe that it would be of assistance to the institutions and would tend towards greater statewide uniformity of policy and practice, however, if there were a definition of state residence for tuition charging purposes which would apply uniformly to all public institutions.

This recommendation has now been carried out. The Board of Higher Education, with the assistance of representatives from the colleges and universities and several state agencies, prepared A Manual for Determination of In-State and Out-of State Residence Status of Students in North Carolina Public Institutions of Higher Education. This manual, published in June 1967, was approved by the Department of Administration, the Attorney General's Office, the State Board of Education, and the Board of Higher Education. It has been adopted by the boards of trustees of all public senior colleges and universities and by the State Department of Community Colleges. The following policy statement concerning the determination of student residence status for the purpose of assessing tuition, prepared by the Board of Higher Education, has been adopted by each of the institutions and published in its college catalog:

> 1. General. The tuition charge for legal residents of North Carolina is less than for nonresidents. To qualify for in-state tuition, a legal resident must have maintained his domicile in North Carolina for at least the six months next preceding the date of first enrollment or re-enrollment in an institution of higher education in this State.
>
> 2. Minors. The legal residence of a person under twenty-one years of age at the time of his first enrollment in an institution of higher education in this State is that of his parents, surviving parent, or legal guardian. In cases where parents are divorced or legally separated, the legal residence of the father will control unless custody of the minor has been awarded by court order to the mother or to a legal guardian other than a parent. No claim of residence in North Carolina based upon residence of a guardian in North Carolina will be considered if

either parent is living unless the action of the court appointing the guardian antedates the student's first enrollment in a North Carolina institution of higher education by at least twelve months.

A minor student whose parents move their legal residence from North Carolina to a location outside the State shall be considered to be a nonresident after six months from the date of removal from the State.

For the purpose of determining residence requirements under these rules, a person will be considered a minor until he has reached his twenty-first birthday. Married minors, however, are entitled to establish and maintain their residence in the same manner as adults. Attendance at an institution of higher education as a student cannot be counted as fulfilling the six-month domicile requirement.

3. Adults: A person twenty-one years of age or older is eligible for in-state tuition if he has maintained continuous domicile in North Carolina for the six months next preceding the date of enrollment or re-enrollment, exclusive of any time spent in attendance at any institution of higher education. An in-state student reaching the age of twenty-one is not required to reestablish residence provided that he maintains his domicile in North Carolina.

4. Married Students: The legal residence of a wife follows that of her husband, except that a woman currently enrolled as an in-state student in an institution of higher education may continue as a resident even though she marries a nonresident. If the husband is a nonresident and separation or divorce occurs, the woman may qualify for in-state tuition after establishing her domicile in North Carolina for at least six months under the same conditions as she could if she were single.

5. Military Personnel: No person shall be presumed to have gained or lost in-state residence status in North Carolina while serving in the Armed Forces. However, a member of the Armed Forces may obtain in-state residence status for himself, his spouse, or his children after maintaining his domicile in North Carolina for at least the six months next preceding his or their enrollment or re-enrollment in an institution of higher education in this State.

6. Aliens: Aliens lawfully admitted to the United States for permanent residence may establish North Carolina residence in the same manner as any other nonresident.

7. Property and Taxes: Ownership of property in or payment of taxes to the State of North Carolina apart from legal residence will not qualify one for the in-state tuition rate.

8. Change of Status: The residence status of any student is determined as of the time of his first enrollment in an institution

of higher education in North Carolina and may not thereafter be changed except: (a) in the case of a nonresident student at the time of his first enrollment who, or if a minor his parents, has subsequently maintained a legal residence in North Carolina for at least six months, and (b) in the case of a resident who has abandoned his legal residence in North Carolina for a minimum period of six months. In either case, the appropriate tuition rate will become effective at the beginning of the term following the six-month period.

9. Responsibility of Student: Any student or prospective student in doubt concerning his residence status must bear the responsibility for securing a ruling by stating his case in writing to the admissions officer. The student who, due to subsequent events, becomes eligible for a change in classification, whether from out-of-state to in-state or the reverse, has the responsibility of immediately informing the Office of Admissions of this circumstance in writing. Failure to give complete and correct information regarding residence constitutes grounds for disciplinary action.

Under this policy, a student (or in the case of a minor, his parent or guardian) must have been domiciled in North Carolina for a least six months immediately prior to his enrollment or re-enrollment in an institution of higher education. A student may retain his in-state status for tuition purposes for six-months after he abandons his domicile in North Carolina.

For tuition assessment purposes, a student's domicile is synonomous with legal residence. Actual residence is required to establish a domicile initially, coupled with the intention to make it a home, or to live there permanently or indefinitely.

A State Committee on Residence, which includes institutional representation, has been established by the Board of Higher Education. This committee formulates guidelines, revises policy, and advises on residence cases of unusual complexity, undue hardship, or extenuating circumstances which are referred to it by the institutions of higher education.

APPENDIX U
(Reprinted from AAUP Bulletin, Winter 1967, published
by the American Association of University Professors)

The Standards for Notice of Nonreappointment

(Endorsed by The Fiftieth Annual Meeting)

Because a probationary appointment, even though for a fixed or stated term, carries an expectation of renewal, the faculty member should be explicitly informed of a decision not to renew his appointment, in order that he may seek a position at another college or university. Such notice should be given at an early date, since a failure to secure another position for the ensuing academic year will deny the faculty member the opportunity to practice his profession. The purpose of this Statement is to set forth in detail, for the use of the academic profession, those standards for notice of nonreappointment which the Association over a period of years has actively supported and which are expressed as a general principle in the 1940 *Statement of Principles on Academic Freedom and Tenure.*

The Standards for Notice

Notice of nonreappointment, or of intention not to recommend reappointment to the governing board, should be given in writing in accordance with the following standards:

(1) *Not later than March 1 of the first academic year of service,* if the appointment expires at the end of that year; or, if a one-year appointment terminates during an academic year, at least three months in advance of its termination.

(2) *Not later than December 15 of the second academic year of service,* if the appointment expires at the end of that year; or, if an initial two-year appointment terminates during an academic year, at least six months in advance of its termination.

(3) At least twelve months before the expiration of an appointment after two or more years in the institution.

APPENDIX V
(Reprinted from AAUP Bulletin, Spring 1964, published
by the American Association of University Professors)

Statement on Procedural Standards in Faculty Dismissal Proceedings

The following *Statement on Procedural Standards in Faculty Dismissal Proceedings* was prepared by a joint committee representing the Association of American Colleges and the American Association of University Professors and was approved by these two associations at their annual meetings in 1958. It supplements the 1940 *Statement of Principles on Academic Freedom and Tenure* by providing a formulation of the "academic due process" that should be observed in dismissal proceedings. The exact procedural standards here set forth, however, "are not intended to establish a norm in the same manner as the 1940 *Statement of Principles on Academic Freedom and Tenure*, but are presented rather as a guide. . . ."

Introductory Comments

Any approach toward settling the difficulties which have beset dismissal proceedings on many American campuses must look beyond procedure into setting and cause. A dismissal proceedings is a symptom of failure; no amount of use of removal process will help strengthen higher education as much as will the cultivation of conditions in which dismissals rarely if ever need occur.

Just as the board of control or other governing body is the legal and fiscal corporation of the college, the faculty are the academic entity. Historically, the academic corporation is the older. Faculties were formed in the Middle Ages, with managerial affairs either self-arranged or handled in course by the parent church. Modern college faculties, on the other hand, are part of a complex and extensive structure requiring legal incorporation, with stewards and managers specifically appointed to discharge certain functions.

Nonetheless, the faculty of a modern college constitute an entity as real as that of the faculties of medieval times, in terms of collective purpose and function. A necessary pre-condition of a strong faculty is that it have first-hand concern with its own membership. This is properly reflected both in appointments to and in separations from the faculty body.

A well-organized institution will reflect sympathetic understanding by trustees and teachers alike of their respective and complementary roles. These should be spelled out carefully in writing and made available to all. Trustees and faculty should understand and agree on their several functions in determining who shall join and who shall remain on the faculty. One of the prime duties of the administrator is to help preserve understanding of those functions. It seems clear on the American college scene that a close positive relationship exists between the excellence of colleges, the strength of their faculties, and the extent of faculty responsibility in determining faculty membership. Such a condition is in no wise inconsistent with full faculty awareness of institutional factors with which governing boards must be primarily concerned.

In the effective college, a dismissal proceeding involving a faculty member on tenure, or one occurring during the term of an appointment, will be a rare exception, caused by individual human weakness and not by an unhealthful setting. When it does come, however, the college should be prepared for it, so that both institutional integrity and individual human rights may be preserved during the process of resolving the trouble. The faculty must be willing to recommend the dismissal of a colleague when necessary. By the same token, presidents and governing boards must be willing to give full weight to a faculty judgment favorable to a colleague.

One persistent source of difficulty is the definition of adequate cause for the dismissal of a faculty member. Despite the 1940 *Statement of Principles on Academic Freedom and Tenure* and subsequent attempts to build upon it, considerable ambiguity and misunderstanding persist throughout higher education, especially in the respective conceptions of governing boards, administrative officers, and faculties concerning this matter. The present statement assumes that individual institutions will have formulated their own definitions of adequate cause for dismissal, bearing in mind the 1940 Statement and standards which have developed in the experience of academic institutions.

This statement deals with procedural standards. Those recommended are not intended to establish a norm in the same manner as the 1940 *Statement of Principles on Academic Freedom and Tenure*, but are presented rather as a guide to be used according to the nature and traditions of particular institutions in giving effect to both faculty tenure rights and the obligations of faculty members in the academic community.

Procedural Recommendations

1. Preliminary Proceedings Concerning the Fitness of a Faculty Member

When reason arises to question the fitness of a college or university faculty member who has tenure or whose term appoinment has not expired, the appropriate administrative officers should ordinarily discuss the matter with him in personal conference. The matter may be terminated by mutual consent at this point; but if an adjustment does not result, a standing or *ad hoc* committee elected by the faculty and charged with the function of rendering confidential advice in such situations should informally inquire into the situation, to effect an adjustment if possible and, if none is effected, to determine whether in its view formal proceedings to consider his dismissal should be instituted. If the committee recommends that such proceedings should be begun, or if the president of the institution, even after considering a recommendation of the committee favorable to the faculty member, expresses his conviction that a proceeding should be undertaken, action should be commenced under the procedures which follow. Except where there is disagreement, a statement with reasonable particularity of the grounds proposed for the dismissal should then be jointly formulated by the president and the faculty committee; if there is disagreement, the president or his representative should formulate the statement.

2. Commencement of Formal Proceedings

The formal proceedings should be commenced by a communication addressed to the faculty member by the president of the institution, informing the faculty member of the statement formulated, and informing him that, if he so requests, a hearing to determine whether he should be removed from his faculty position on the grounds stated will be conducted by a faculty committee at a specified time and place. In setting the date of the hearing, sufficient time should be allowed the faculty member to prepare his defense. The faculty member should be informed, in detail or by reference to published regulations, of the procedural rights that will be accorded to him. The faculty member should state in reply whether he wishes a hearing and, if so, should answer in writing, not less than one week before the date set for the hearing, the statements in the president's letter.

3. Suspension of the Faculty Member

Suspension of the faculty member during the proceedings involving him is justified only if immediate harm to himself or others is threatened by his continuance. Unless legal considerations forbid, any such suspension should be with pay.

4. Hearing Committee

The committee of faculty members to conduct the hearing and reach a decision should either be an elected standing committee not previously concerned with the case or a committee established as soon as possible after the president's letter to the faculty member has been sent. The choice of members of the hearing committee should be on the basis of their objectivity and competence and of the regard in which they are held in the academic community. The committee should elect its own chairman.

5. Committee Proceeding

The committee should proceed by considering the statement of grounds for dismissal already formulated, and the faculty member's response written before the time of the hearing. If the faculty member has not requested a hearing, the committee should consider the case on the basis of the obtainable information and decide whether he should be removed; otherwise the hearing should go forward. The committee, in consultation with the president and the faculty member, should exercise its judgment as to whether the hearing should be public or private. If any facts are in dispute, the testimony of witnesses and other evidence concerning the matter set forth in the president's letter to the faculty member should be received.

The president should have the option of attendance during the hearing. He may designate an appropriate representative to assist in developing the case; but the committee should determine the order of proof, should normally conduct the questioning of witnesses, and, if necessary, should secure the presentation of evidence important to the case.

The faculty member should have the option of assistance by counsel, whose functions should be similar to those of the representative chosen by the president. The faculty member should have the additional procedural rights set forth in the 1940 *Statement of Principles on Academic Freedom and Tenure*, and should have the aid of the committee, when needed, in securing the attendance of witnesses. The faculty member or his counsel and the representative designated by the president should have the right, within reasonable limits, to question all witnesses who testify orally. The faculty member should have the opportunity to be confronted by all witnesses adverse to him. Where unusual and urgent reasons move the hearing committee to withhold this right, or where the witness cannot appear, the identity of the witness, as well as his statements, should nevertheless be disclosed to the faculty member. Subject to these safeguards, statements may when necessary be taken outside the hearing and reported to it. All of the evidence should be duly recorded. Unless special circumstances warrant, it should not be necessary to follow formal rules of court procedure.

6. Consideration by Hearing Committee

The committee should reach its decision in conference, on the basis of the hearing. Before doing so, it should give opportunity to the faculty member or his counsel and the representative designated by the president to argue orally before it. If written briefs would be helpful, the committee may request them. The committee may proceed to decision promptly, without having the record of the hearing transcribed, where it feels that a just decision can be reached by this means; or it may await the availability of a transcript of the hearing if its decision would be aided thereby. It should make explicit findings with respect to each of the grounds of removal presented, and a reasoned opinion may be desirable. Publicity concerning the committee's decision may properly be withheld until consideration has been given to the case by the governing body of the institution. The president and the faculty member should be notified of the decision in writing and should be given a copy of the record of the hearing. Any release to the public should be made through the president's office.

7. Consideration by Governing Body

The president should transmit to the governing body the full report of the hearing committee, stating its action. On the assumption that the governing board has accepted the principle of the faculty hearing committee, acceptance of the committee's decision would normally be expected. If the governing body chooses to review the case, its review should be based on the record of the previous hearing, accompanied by opportunity for argument, oral or written or both, by the principals at the hearing or their representatives. The decision of the hearing committee should either be sustained or the proceeding be returned to the committee with objections specified. In such a case the committee should reconsider, taking account of the stated objections and receiving new evidence if necessary. It should frame its decision and communicate it in the same manner as before. Only after study of the committee's reconsideration should the governing body make a final decision overruling the committee.

8. Publicity

Except for such simple announcements as may be required, covering the time of the hearing and similar matters, public statements about the case by either the faculty member or administrative officers should be avoided so far as possible until the proceedings have been completed. Announcement of the final decision should include a statement of the hearing committee's original action, if this has not previously been made known.

APPENDIX W
(Reprinted from AAUP Bulletin, Winter 1967, published
by the American Association of University Professors)

Texas Coordinating Board Statement on Academic Freedom, Tenure, and Responsibility

The following statement was adopted unanimously on October 16, 1967, by the Coordinating Board of the Texas College and University System. Drafted in the first instance by an Advisory Committee composed of faculty members and administrative officials from Texas colleges and universities, the statement as adopted has been brought to the attention of each junior and senior college and university in Texas. Those portions of the statement related to academic freedom and responsibility have been recommended for prompt implementation as institutional policy; the portion related to tenure is being presented to a special legislative study committee in the hope that it will be incorporated into a bill for action by the Texas Legislature.

The Association's Committee A on Academic Freedom and Tenure discussed the statement and recommended that it be published in the AAUP Bulletin *so that it can come to the attention of the academic profession. The Committee hopes that the Texas statement will be of particular interest to persons and groups in other states which may be considering statewide policy in these important areas.*

Statement on Academic Freedom, Tenure, and Responsibility for Faculty Members in Texas Public Colleges and Universities

The statement which follows, issued in response to Section 14, Paragraph 2, of House Bill 1, 59th Texas Legislature, provides guiding principles designed to aid Texas colleges and universities in evaluating the conditions of academic freedom, tenure, and responsibility that prevail on each campus.

I

Academic Freedom

Institutions of higher education are conducted for the common good. The common good depends upon a free search for truth and its free expression. Hence, it is essential that the faculty member be free to pursue scholarly inquiry without undue restriction, and to voice and publish his conclusions concerning the significance of evidence that he considers relevant. He must be free from the corrosive fear that others, inside or outside the university community, because their vision may differ from his own, may threaten his professional career or the material benefits accruing from it.

Each faculty member is entitled to full freedom in the classroom in discussing the subject which he teaches. Each faculty member is also a citizen of his nation, state, and community; and when he speaks, writes, or acts as such, must be free from institutional censorship or discipline.

II

Academic Responsibility

The concept of academic freedom must be accompanied by an equally demanding concept of responsibility, shared by governing boards, administrators, and faculty members.

The essential responsibilities of governing boards and administrators are set forth in the *Standards for Colleges,* adopted by the Southern Association of Colleges and Schools, as updated and revised.

The fundamental responsibilities of a faculty member as a teacher and scholar include a maintenance of competence in his field of specialization and the exhibition of such competence in lectures, discussions, or publications.

Exercise of professional integrity by a faculty member includes recognition that the public will judge his profession and his institution by his statements. Therefore, he should strive to be accurate, to exercise appropriate restraint, to show respect for the opinions of others, and to avoid creating the impression that he speaks or acts for his college or university when he speaks or acts as a private person.

A faculty member should be judicious in the use of controversial material in the classroom and should introduce such material only as it has clear relationship to his subject field.

A faculty member has the responsibility to provide due notice of his intention to interrupt or terminate institutional services.

III

Tenure Policies

A. *Tenure*

Tenure means assurance to an experienced faculty member that he may expect to continue in his academic positions unless adequate cause for dismissal is demonstrated in a fair hearing, following established procedures of due process.

A specific system of faculty tenure undergirds the integrity of each academic institution. In the Texas public colleges and universities, this tenure system should have these components:

(1) Beginning with appointment to the rank of full-time instructor or a higher rank, the probationary period for a faculty member shall not exceed seven years, including within this period appropriate full-time service in all institutions of higher education. This is subject to the provision that when, after a term of probationary service of more than three years in one or more institutions, a faculty member is employed by another institution, it may be agreed in writing that his new appointment is for a probationary period of not more than four years (even though thereby the person's total probationary period in the academic profession is extended beyond the normal maximum of seven years).

(2) Notice of nonreappointment, or of intention not to reappoint a faculty member, should be given in writing in accord with the following standards: (a) Not later than March 1 of the first academic year of probationary service, if the appointment expires at the end of that year; or, if a one-year appointment terminates during an academic year, at least three months in advance of its termination. (b) Not later than December 15 of the second year of probationary service, if the appointment expires at the end of that year; or, if an initial two-year appointment terminates during an academic year, at least six months in advance of its termination. (c) At least twelve months before the expiration of a probationary appointment after two or more years in the institution.

(3) Adequate cause for dismissal for a faculty member with tenure may be established by demonstrating professional incompetence, moral turpitude, or gross neglect of professional responsibilities.

Cases of bona fide financial emergency, or the phasing out of institutional programs requiring reduction of faculty, may permit exceptions of tenure regulations in unusual circumstances.

B. *Faculty Dismissals*

Proper dismissal procedures, established in anticipation of their being needed, are essential to an effective tenure system. In the Texas public college and university system, these procedures should have the following components:

(1) These dismissal procedures apply to a faculty member who has tenure, or whose term appointment has not expired, or who alleges a *prima facie* case of a violation of academic freedom in the nonrenewal of his contract. If he *has* tenure or an unexpired appointment extending beyond the period of the proposed dismissal, the burden of proof is upon the administration to show adequate cause why he should be dismissed. If he does *not* have tenure, but contends that the nonrenewal of his contract constitutes a violation of his academic freedom, the burden of proof is upon the faculty member. If a faculty member on probationary appointment alleges that the nonrenewal of his contract constitutes a violation of academic freedom, he may request that his allegations be given preliminary consideration by a faculty committee. The committee shall then recommend whether a hearing is warranted.

(2) The institution's procedure in dismissal cases described in (1) above should include, first, a bona fide effort to achieve a satisfactory resolution of difficulties through preliminary inquiry, discussion, or confidential mediation.

Should these efforts fail, presentation of reasonably detailed and formally written charges should be made to the concerned faculty member. Presentation of such charges shall provide for (a) a written response to the charges by the faculty member, if he wishes a hearing; (b) opportunity by the faculty member to exercise his right to be represented by counsel of his choosing, to have a hearing before a regularly elected faculty committee, to confront and cross-examine witnesses, to know the name and statement of a witness who for extraordinary reasons does not appear at the hearing, to respond orally to charges made against him, to have findings and recommendations made on each of the charges, and to be given a copy of a complete transcript of the hearing, including the findings of the faculty committee; (c) a review of the case, if essential, by an appropriate reviewing body—the review to include the findings and recommendations of the hearing committee, the opportunity of the faculty member and university representative for oral argument, the return of the proceeding to the hearing committee if the original recommendations are not sustained, the study of the hearing committee's reconsidered findings and recommendations, and the rendering of a final decision (which should be written in the rare case in which the hearing committee is overruled).

(3) If the faculty appointment is to be terminated, the faculty member, except in cases of moral turpitude, will receive his salary at least for one year or for the period of notice to which he is entitled under these regulations. He will be continued in his duties for that period unless at

the discretion of the institution he be granted a leave of absence with pay.

IV

Implementation

Within one year, and with appropriate faculty participation, each public institution in Texas is expected to draft its own written statement on academic freedom, tenure, and responsibilities. The statement should be based on the guiding principles described in the preceding paragraphs, and a copy should be filed with the Coordinating Board, Texas College and University System. Each statement should detail a procedure to be followed in case of dismissal of a tenured faculty member.

APPENDIX X

LONG-RANGE PLANS OF THE UNIVERSITY OF NORTH CAROLINA FOR THE EXPANSION OF THE MEDICAL SCHOOL

I. MEDICAL EDUCATION*

Medicine. The School of Medicine will increase the size of its classes from 75 to 100 students beginning in the fall of 1970. This is an increase which was previously committed and authorized. It is now examining ways by which enrollment can increase promptly after 1970 to as many as 200 students per class. Currently, the faculty in the School of Medicine proposes an increase to 160 students by 1976 and an increase to 200 in the years immediately following. There is evidence that the need for physicians in North Carolina, beyond those that will be graduated by Duke and Wake Forest, is great enough to justify such increases. Several important developments are necessary to make it possible.

An increased effort on all campuses of the State to improve science instruction and to prepare larger numbers of students for the study of medicine will be essential.

In 1966-67, there was a total number of 18,250 applicants to all medical schools in the United States. Of this number, 9,123, or 50 percent, were accepted for admission. For this same period, 289 residents of North Carolina applied for admission to medical schools and 132, or 45.7 percent, were accepted. Twelve more applicants accepted would have increased the acceptance rate of North Carolina applicants to 50 percent or equal to the national acceptance rate. For the nine years preceding 1966, the acceptance rate of North Carolina applicants was also very similar to the national acceptance rate. Thus, the lack of an increasing number of North Carolina residents enrolled in medical schools is not due to a low acceptance rate but to the lack of an increase in the number of qualified applicants. If there is a significant increase in the number of students from North Carolina enrolled in medical schools, it will depend greatly on interesting larger numbers of students in careers in medicine and providing them the opportunity to become qualified applicants to medical schools.

The most important way in which the colleges and the universities in the State educational system can contribute to increasing the number of physicians in North Carolina is to provide the opportunity for students to become qualified for application to medical school. These institutions can accomplish this by developing strong programs in sciences that will stimulate interests in some students for careers in medicine and, more importantly, will give students an excellent preparation for the study of medicine.

According to the records of the Association of American Medical Colleges, 4,137 students from 43 colleges and universities in the State of North Carolina

---

*A *Summary Report on Long-Range Planning*, University of North Carolina, General Office, Chapel Hill, N. C., September 12, 1968, pp. 50-53.

applied to medical schools during the ten-year period 1957-66. Of this number, 2,198 were enrolled in medical school and 1,250 were enrolled in the three medical schools in North Carolina. Of the 4,137 students from both public and private colleges and universities in North Carolina who applied to medical schools, 3,371, or 81 percent, were from five schools. These five schools furnished 2,010 of 2,198, or 91 percent of the students enrolled in medical school, and 1,181 of 1,250, or 94 percent of students enrolled in the medical schools in North Carolina. Three of the five schools are private institutions (Davidson, Duke, and Wake Forest), and two are State institutions (University of North Carolina at Chapel Hill and North Carolina State University at Raleigh). The two State institutions furnished 33 percent of the total applicants and students from the five schools enrolled in medical schools in the United States, and 50 percent of the students from the five schools enrolled in medical schools in North Carolina. It can be seen from the above comparisons, that many more students interested in careers in medicine and qualified to apply to medical schools are needed from the State colleges and universities.

In order to accommodate a greatly expanded program in medical education, a larger faculty and larger physical plant even beyond those proposed currently will be required.

Although new facilities in Chapel Hill clearly will be necessary, it is clear also that not all of the instruction for medical students can take place on the campus. Already medical students receive about twenty percent of their clinical instruction at affiliated centers off campus such as Greensboro, Charlotte, and Raleigh. The program of clinical affiliations both in the metropolitan and rural centers may be substantially expanded in order to accommodate increased numbers of students and also to introduce some new and important experiences and concepts into the substance of medical education. Ways in which approved courses in basic medical sciences taken on other campuses may receive credit for the program in medical education in Chapel Hill also may be examined.

Educating a large number of medical students will not alone solve a state's medical manpower problem. The best indicator of where a young physician will practice is the location of his terminal training, an internship or more frequently a residency. How does North Carolina compare with other states in terms of opportunities for terminal training? Adjusting for differences in population, North Carolina offers significantly fewer opportunities than the ten most populous states:

	Per 100,000 Population	
	Number of Internships	Number of Residencies
Average of 10 most populous states	77.4	226
North Carolina	40.2	144

Many non-university hospitals have established positions for directors of medical education who supervise and recruit young physicians for internships and residencies. North Carolina has significantly fewer positions of this sort than any of the other states.

North Carolina differs from other states of large population by not having one or more major metropolitan areas. As a result of a disseminated population, the medical needs of the population tend to be served by small hospitals which limit the opportunities for internship and residency training. An influence currently is at work in the State which may compensate for this limitation. The three medical schools of the State are collaborating on a plan to expand training opportunities by affiliating the medical schools with additional hospitals. The University's School of Medicine now has affiliated with hospitals in Charlotte, Raleigh, and Greensboro. This effect should enable more young physicians to receive their terminal training in the State, thus increasing significantly the number of practicing physicians.

II

CAPITAL IMPROVEMENT PROJECTS NEEDED TO EXPAND ENROLLMENT IN THE MEDICAL SCHOOL FROM 75 TO 200 STUDENTS PER ENTERING CLASS

A. Projects needed to give a firm base for an enrollment of 100 students per entering class:

1. Preclinical education facilities	$ 4,170,000
2. Clinical sciences facilities	8,900,000
3. Bed Tower #1 to N. C. Memorial Hospital (expansion from 423 to 596 beds)	5,970,000
4. Animal farm, Phase I	60,000
5. Modernize MacNider Hall	2,155,000
6. Modernize Outpatient Clinic Building	1,550,000
7. Modernize N. C. Memorial Hospital	2,200,000
8. Animal farm, Phase II	222,000
9. Faculty office and laboratory building	15,000,000
Subtotal	$40,227,000

B. To increase enrollment from 100 to 120 students per entering class

1. Bed Tower Addition #2 to N. C. Memorial Hospital (expansion from 596 to 800 beds)	$ 8,000,000
2. Faculty Offices and Laboratories	8,000,000
Subtotal	$16,000,000

C. To increase enrollment from 120 to 160 students per entering class

1. Basic sciences and library addition	$ 6,608,000
2. Faculty offices and laboratories	12,000,000
Subtotal	$18,608,000

D. To increase enrollment from 160 to 200 students per entering class

1. Basic science addition	$ 2,500,000
2. Faculty laboratories and offices	16,000,000
Subtotal	$18,500,000
GRAND TOTAL	$93,335,000*

---

*This assumes that a minimum of 800 patient beds in affiliated programs with community hospitals would be required to add to the 800 beds in North Carolina Memorial Hospital in order that four-patient beds per student would be available for the 400 students that would be enrolled in the two clinical years.

TABLE I*

PROJECTION OF THE NEED IN NORTH CAROLINA DURING THE DECADE 1967-1968 THROUGH 1976-1977 FOR GRADUATES OF CERTAIN PROFESSIONAL AND DOCTORAL PROGRAMS OF INSTRUCTION, THE NUMBER THE FOUR CAMPUSES OF THE UNIVERSITY OF NORTH CAROLINA PLAN TO GRADUATE IN EACH PROGRAM, AND THE NUMBER OTHER NORTH CAROLINA INSTITUTIONS PLAN TO GRADUATE

Field	Degree	Total Needed In N.C.	No. From the University	No. From Other N.C. Institutions	No. Above (+) or Below (-) Those Needed
Biological Sciences					
Bacteriology and Microbiology	Ph.D.	300	130	90	-80
Biochemistry	Ph.D.	270	290	205	+225
Pathology	Ph.D.	55	20	30	-5
Physiology	Ph.D.	300	100	80	-120
Health Professions					
Biomed. Mathematics and Engineering	Ph.D.	50	18	11	-21
Dental Auxiliary Teacher Education	B	50	50	0	0
Dental Hygiene	B and Cert.	2,000	340	1,008	-652
Dentistry	D.D.S.	606	465	0	-141
	M	206	206	0	0
Medical Technology	B	608	135	300	-173
Medicine	M.D.	**	835	1,564	**
Nursing	B	-	1,620	-	-
	M	395	395	-	-
Pharmacy	B	925	1,184	0	+259
	M	62	32	0	-30
	Ph.D.	19	18	0	-1
Medicinal Chemistry	M	22	12	0	-10
	Ph.D.	28	25	0	-3
Physical Therapy	B	448	210	140	-98
Public Health	M	1,089	3,075	0	+1,986
	Dr. P.H. & Ph.D.	122	221	0	+99

---

* Excerpt from Table IV (Same Title), *A Summary Report on Long-Range Planning*, University of North Carolina, September 12, 1968, pp. 37-44 (38,42).

** The need for medical doctors in North Carolina is being studied by a State Commission. The Medical School at Chapel Hill is planning to increase its beginning class from 75 to 100 in 1970, to 160 in 1976, and to 200 in the years immediately following.

TABLE II

PROJECTED ENROLLMENT AND PROJECTED FACULTY FOR THE UNIVERSITY OF NORTH CAROLINA SCHOOL OF MEDICINE, 1968-79

Year	Entering Medical Class	Total Medical Students	Total Other Students*	Projected Faculty
1967 (actual)	75	285	1,069	300
1968	75	290	1,170	309
1969	75	295	1,244	371
1970	100	325	1,382	409
1971	100	350	1,454	480
1972	100	375	1,496	530
1973	120	420	1,558	570
1974	120	440	1,577	595
1975	120	460	1,592	630
1976	160	520	1,607	655
1977	160	560	1,622	681
1978	160	600	1,657	706
1979	160	640	1,672	710

---

*Included in this group are prebaccalaureate and predoctoral students in the basic sciences, postdoctoral students in the basic and clinical sciences; interns, residents, and fellows serving in the medical school and teaching hospitals; and students in dentistry, nursing, pharmacy, medical technology, physical therapy, occupational therapy, x-ray technology, and other technical fields.

TABLE III

PROJECTED DIRECT OPERATING COSTS (STATE BUDGET), UNIVERSITY OF NORTH CAROLINA SCHOOL OF MEDICINE, NOT INCLUDING N. C. MEMORIAL HOSPITAL

Year	Operating Costs	Total Medical Students
1969-70	--	295
1970-71	$ 6,421,997	325
1971-72	6,946,997	350
1972-73	7,471,997	375
1973-74	8,416,997	420
1974-75	8,836,997	440
1975-76	9,256,997	460
1976-77	10,516,997	520
1977-78	11,356,997	560
1978-79	12,196,997	600
1979-80*	13,036,997	640

*To add 40 students a year for four years which would bring the total enrollment to 800 in 1983-84 would entail an estimated cumulative expenditure of $840,000 for each of the four years.

TABLE IV

CAPITAL COSTS (1938-68)*
UNIVERSITY OF NORTH CAROLINA MEDICAL SCHOOL AND MEMORIAL HOSPITAL**

Source	Amount	Percent
State***	$17,613,000	47.2
Federal	12,401,000	33.2
Other (Non-Government Gifts and Grants)	7,324,000	19.6
Total	$37,338,000****	100.0

---

* Now pending $26 million with an estimated 25 - 33 1/3% from Federal sources

** Capital Cost of remainder of Health Sciences facilities (exclusive of utilities) $13,385,000

*** Includes $2,464,000 in Reversions

**** Does not include Gravely Sanitorium (est. construction cost $2,000,000 and land estimated at $2,000,000 - 100 acres @ $20,000)

Editor's Note: The replacement cost of all facilities listed in this table is estimated at $100,000,000 by the State Property Officer.

APPENDIX Y

NURSING EDUCATION IN NORTH CAROLINA

(Excerpt from pp. ii-iii, 89-94 of Nursing Education in North
Carolina - Today and Tomorrow, 1967, 125 pages. Report
prepared under the auspices of the Joint Committee
on Nursing Education of the State Board of
Education and the State Board
of Higher Education)

Summary Highlights

1. Most indicators of the nursing situation in North Carolina show the State below the national average. The number of registered nurses per 100,000 population in North Carolina rose from 236 in 1963 to 260 in 1966. However, the national ratio was 306 in 1964. The proportion of registered nurses with baccalaureate or higher degrees in North Carolina was 9.6 percent in 1966. The national figure was 11.3 percent in 1964.

2. Nearly 70 percent of the active nurses in North Carolina are employed by hospitals and other institutions. The proportion of hospital nurses has steadily increased, while the proportion of private duty nurses has decreased.

3. In 1966, attrition rates averaged 44 percent in baccalaureate programs, 36 percent in diploma programs, 11 percent in associate degree programs, and 31 percent in practical nurse programs.

4. The quality of nursing education programs for registered nurses in North Carolina leaves much to be desired. Graduates of about four-fifths of the programs for registered nurses had average scores on the licensing examination below the national average. On the other hand, graduates of practical nursing programs performed relatively well on the licensing examination.

5. Failures on the nurse licensing examinations are closely related to inadequate clinical resources and faculty.

6. The future need for nurses is seen in the expected increase of population and the increasing trend of hospital utilization. It is estimated that approximately 21,000 active registered nurses will be needed in North Carolina by 1975. Only 15,000 will be available by then, however, at the present production of 1,000 new graduates each year. The need of 21,000 by 1975 represents a more than 60 percent increase above the nurse supply level of 13,025 in 1966.

7. In view of the limited nurse student potential and inadequate clinical facilities, a more realistic goal for North Carolina is 18,200 registered nurses by 1975.

8. To attain this feasible goal, schools of nursing must produce 1,400 registered nurse graduates each year by 1975.

9. Unless plans for orderly and sound development of nursing education are implemented, even the feasible goal of 18,200 registered nurses by 1975 will be difficult to reach. This study recommends several courses of action to meet this goal, and minimum standards for nursing education programs.

Recommendations

Courses of Action:

1. Student recruitment should be intensified.
2. Enrollment in adequate programs should be expanded.
3. Inadequate programs should be upgraded.
4. Continuing education and refresher course programs should be expanded.
5. Programs with 50 percent of graduates failing over a period of three years the licensing examination for nursing should be phased out.
6. Graduate nursing education programs should be expanded. Master's degree programs should be undertaken only in institutions having adequate baccalaureate programs.

Minimum Standards:

1. Hospital clinical resources should be sufficient at the various levels of nursing education to maximize exposure of students to a variety of patients and existing nursing situations: practical nursing education programs should use a hospital with at least a minimum daily average census of 60 patients and an operating room, a delivery room, a clinical laboratory and diagnostic X-ray; diploma or associate degree programs should use a hospital with an average daily census of 150 or above, with 7 or more facilities; and baccalaureate programs should use hospitals with an average daily census of 300 or above and with 12 or more facilities.

2. Enrollment in a nursing program should insure a ratio of at least five patients to each student receiving clinical experience *in a given area* or department of the training hospital *at a given time*.

3. Only in unusual circumstances should one hospital be used simultaneously by more than one program for registered nurses.

4. No program should be established in the absence of the availability of a primary hospital meeting the criteria on size and facilities.

5. The educational attainment of a faculty member should be at least one level more advanced than the level of nursing which she teaches, but not less than a baccalaureate degree.

APPENDIX Z

STAFF OF THE BOARD OF HIGHER EDUCATION

ADMINISTRATIVE

Howard R. Boozer
  Director of Higher Education
Cameron P. West
  Associate Director
John F. Corey
  Assistant Director
John P. Kennedy, Jr.
  Assistant Director
Linda F. Balfour
  Statistical Analyst
Allen J. Barwick
  Coordinator of Institutional Research
Stan C. Broadway
  Administrator, State Education Assistance Authority
Hilda A. Highfill*
  Research Associate
Eun Sul Lee
  Director, Statistical Services
Thomas K. Norris
  Budget Officer
Allen W. Rodeheffer
  Coordinator, Community Service and Continuing Education Programs

SECRETARIAL

Wanda W. Collins*
  Stenographer II
Hazel C. Cooper*
  Stenographer II
Donna H. Creech
  Typist II
Marian B. Dodd*
  Typist
Foye D. Harrington
  Stenographer II
Dianne A. Joyner
  Stenographer III
Joyce C. Kirk
  Accounting Clerk II
Jane C. Moore
  Typist II
Mary M. Wells
  Stenographer III
Linda H. White
  Typist II

*Part-time

November 26, 1968

The purpose of the North Carolina Board of Higher Education "shall be . . . to plan and promote the development of a sound, vigorous, progressive, and coordinated system of higher education in the State of North Carolina."